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**NEIGHBORHOOD
ANALYSIS
AND
HOUSING
SUBMARKET
ANALYSIS
HENDERSON
North Carolina**

ABSTRACT

TITLE: Neighborhood Analysis and Housing Submarket Analysis, Henderson, North Carolina

AUTHOR: State of North Carolina, Department of Local Affairs, Division of Community Planning

SUBJECT: Examination of blighting indices and recommended corrective action. Examination of submarket conditions and proposed solutions to problems of housing for low income families.

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ABSTRACT: Conditions such as poor housing, low income, unpaved streets, tuberculosis, public assistance, fires, arrests and vehicular accidents are related to the need for improving the living environment of disadvantaged citizens. Proposals are made relative to types of treatment needed in each neighborhood, these are based on existing conditions and the most feasible methods with which to make significant improvements necessary to remove blighting factors.

Data such as existing housing stock, projected population change, family size, income distribution, and trends of the past housing market are related to the projected housing needs of low- and moderate-income families. Recommendations for specific housing projects are presented based on the analysis.

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AND
THE
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INTRODUCTION

Blight is defined as "that which frustrates one's plans or withers one's hopes; that which impairs or destroys".

In Henderson, blight is substandard housing, overcrowded homes, high-density housing, lack of running water, inadequate sewer facilities, unpaved streets, broken windows, broken homes, open drainage ditches, privies, illegitimate children, illiterate parents, low income, poor health, high crime rates, abnormal numbers of fires per given number of houses, high vehicle accident rates and a host of other undesirable conditions, whether physical, social or economic, which detract from the quality of life in the town.

To curb the spread of blight and to clear existing blight is a major task that requires the understanding and help of every citizen in the Henderson area. Before a solution can be reached or even considered, the scope and extent of the problem must be defined. The first part of this report will present a detailed analysis of the factors of blight. From this analysis will stem recommendations for a course of positive action to be followed by both the public sector and the private sector in order to arrest the spread of blight and to renew the declining neighborhoods of Henderson.

The basic task of the Neighborhood Analysis is to document the degree of blight present in a community and to determine the underlying causes. This task is accomplished by a series of surveys that include: 1) a structural conditions survey, 2) a survey of social conditions, 3) a general survey of neighborhood facilities such as water, sewer, fire protection, police protection, schools, recreation, shopping, and public transportation, and 4) a general survey of environmental conditions not related to individual structural conditions.

The exterior structural conditions survey is the most important apparent indicator of blight. Structural conditions in Henderson and the surrounding Planning Area were surveyed in December of 1970 rating all structures, using three classifications similiar to those used by the U. S. Bureau of the Census:

Sound: Structures which have no defects or only slight defects which are corrected during regular maintenance.

Deteriorating: Structures which need more repair than would be provided during the course of regular maintenance, but which are economically feasible to repair.

Dilapidated: Structures which are unfit and unsafe for human occupancy. Such housing has one or more critical defects resulting from continued neglect or lack of repair. It is not economically feasible to repair such structures.

The term substandard, as used in this study encompasses housing of deteriorating and dilapidated condition.

PART I
ANALYSIS OF HENDERSON
AND ITS NEIGHBORHOODS

NEIGHBORHOOD DELINEATION

Neighborhood boundaries can be determined on the basis of a number of physical and social factors that tend to hinder social and physical interaction between geographical areas. Physical boundaries can be either natural or man-made.

Manmade boundaries consist of: 1) heavily traveled streets or highways that would prevent normal pedestrian movement, 2) railroad lines with few crossings, 3) abrupt changes in land use such as from commercial to residential, and 4) changes in quality or character of buildings or architectural styling.

Natural boundaries would be: 1) rivers or waterways wide enough to limit crossings, 2) topographic restrictions, or 3) extreme soil or water conditions such as a marsh.

Social boundaries are difficult to define and are not likely to be stable over long periods of time. Changes in race or ethnic groups do not normally constitute long term neighborhood boundaries, although at any given point in time there may be some delineation between such groups. Where such boundaries appear to be stable there is usually some physical boundary contiguous with the social boundary.

The delineation of neighborhoods in the Henderson Planning Area takes into account both manmade and natural boundaries. The city itself is divided into nine neighborhood areas and the Central Business District. The one-mile planning area around the city (within which Henderson may enforce zoning and subdivision regulations) is divided into five neighborhoods.

NEIGHBORHOOD 1

Neighborhood 1 is bounded on the north and east by the city limits and on the south by Interstate 85. This neighborhood is the smallest in area and has the least dwelling units (44). Thirty-nine of these (89%) are sound and four (9%) are deteriorating, while 1 house (2%) is dilapidated. Most of the houses on Lincoln and North Streets were constructed at the same time, while those along Townsville Road are relatively new with the exception of the single dilapidated structure. The area is devoid of any commercial land use with the exception of one auto repair shop operated as a home business. The larger portion of land is in farmland or undeveloped. Traffic on residential streets in Neighborhood 1 is limited to local trips since none of these are through roads. N.C. 39 had a 1969 per day volume of 1,800 cars. The Land Use Plan published in the Henderson Thoroughfare Plan (1969) shows the future neighborhood development as residential, and the proposed Zoning Ordinance under study by the Planning Board has the area zoned residential-agricultural.

NEIGHBORHOOD 2

Neighborhood 2 is bounded on the north and east by the city limits, on the south by Garnett Street, and on the west by Ford Avenue and Cooper Avenue. This neighborhood is primarily residential with some strip commercial land use along Garnett Street and various spot commercial uses, mostly small grocery and snack shops, throughout the residential area. Eighty percent of the 475 houses or 383 are sound but most of these need minor maintenance to prevent approaching deterioration. Ninety-one houses (19%) are in a state of deterioration that will require major repairs, while one house is utterly dilapidated. The only undeveloped land in this neighborhood lies along I-85 to the north and is not suitable for residential development because of terrain and traffic volume on the interstate.

NEIGHBORHOOD 3

Neighborhood 3 is bounded on the north and east by Garnett Street and the city limits, on the south by East Avenue and Liberty Street, and on the west by Andrews Avenue. Residential uses constitute over 90% of the land use, with Henderson Cotton Mills occupying the northernmost section. Isolated neighborhood commercial uses dot Andrews Avenue. Few incompatible uses exist, excluding the exceptions noted above. Of the 382 homes counted, 336 (88%) are in sound condition, 42 houses (11%) are deteriorating, and 4 are dilapidated. While the majority of the houses are sound, they are old and care must be taken to see that they are not allowed to become deteriorated. The houses along Water Street are in generally poor condition and of poor original construction. Houses on Farrar, Adams, and East Avenue exhibit a repetitive, monotonous design which might tend to induce apathy among property owners to maintain neighborhood appearance.

NEIGHBORHOOD 4

Neighborhood 4 is bounded on the north by the Central Business District line which runs behind the commercial land uses along William Street from Spring Street to Andrews Avenue, on the east by Andrews Avenue and the city limits, and on the south and west by the city limits. This neighborhood has the largest number of houses with 1,157, 1,060 (91%) of which are sound. Ninety-two (8%) are deteriorating and five (1%) are dilapidated. The sound houses range from very old two story structures in need of careful maintenance to new brick ranch types. There are several rest homes in the neighborhood, in addition to the Vance County Health Department. Commercial and light industrial land uses dominate William Street from Mitchell to Peachtree Streets. Numerous isolated commercial land uses are distributed throughout the neighborhood, particularly along Andrews Avenue near U.S. 1. Harriet-Henderson Cotton Mills completely dominates the southern section of the neighborhood along Alexander Avenue.

NEIGHBORHOOD 5

Neighborhood 5 is bounded on the north by Oxford Road, Bellwood Drive, Brookrun Road, Cypress Drive, Cedarwood Terrace, and Parker Lane, on the east by the Southern Railway and on the south and west by the city limits. The irregular configuration of this neighborhood is due to an attempt to achieve homogeneity in general character of the neighborhoods. This area is almost completely residential with the exception of Dabney Drive which has both light industry and commercial land use along the east side adjacent to the railroad. There are 416 houses in Neighborhood 5, 412 in sound condition and 4 in a state of deterioration. These 4 are older homes that have suffered neglect over a period of years.

NEIGHBORHOOD 6

Neighborhood 6 is bounded on the north by a branch of Red Bud Creek, on the east by Cedarwood Terrace, Cypress Drive, Brookrun Road and Bellwood Drive, on the south by Oxford Road, and on the west by the city limits. It abuts the Henderson Country Club, and is the neighborhood of the upper socio-economic class, clearly evident by the size and quality of the 185 homes, all of which are in excellent condition. The area is devoid of commercial and industrial development and the streets are quiet and shady.

NEIGHBORHOOD 7

Neighborhood 7 is bounded on the north by the city limits, on the east by the Southern Railway, on the south by Parker Lane and a branch of Red Bud Creek, and on the west by the city limits. All of the 226 houses in Neighborhood 7 are in sound condition although some along Dabney Drive are beginning to show signs of neglect. The construction of Vance Mall on Dabney Drive between Glover Street and Lynne Avenue has generated a larger volume of traffic on Dabney which may tend to contribute, along with other factors, to a decline in the quality of life in the immediate area.

NEIGHBORHOOD 8

Neighborhood 8 is bounded on the north by the city limits and Interstate 85, on the east by a branch of Nutbush Creek, Young Avenue and Spring Street, on the south by the Seaboard Coastline Railroad to the city limits, and on the west by the city limits and the Southern Railway. Several textile finishing companies are located beside the railroad on Parham Street. The only commercial land uses are along Raleigh Road between Oxford Road and South Garnett Street. All of the 604 houses are sound save two which are deteriorating. The area south of Parham Street consists predominantly of older homes which require more maintenance to prevent deterioration.

NEIGHBORHOOD 9

Neighborhood 9 is bounded on the north by Interstate 85, on the east by Townsville Road-Ford Avenue, on the south by Chestnut Street, and on the west by Young Avenue and a branch of Nutbush Creek. Included in this neighborhood is the Red Hill area which is composed almost entirely of low-income rental houses of extremely poor quality. The neighborhood has the highest percentage of deteriorating houses with 136 (24%) out of 568 houses. Dilapidated houses account for 3.3% (18 houses), leaving 414 houses (72.7) classified as sound. As is the case in other neighborhoods discussed, if immediate action is not taken to reverse the current decline, many of the houses now considered sound will soon be deteriorating. Just completed and now being occupied are 50 apartments on Young Avenue at Thomas Street. These 2 and 3 bedroom units were constructed under Section 236 of the National Housing Act and rent for \$90.00-\$95.00 per month with a rent supplement. Neighborhood 9 is largely residential with several blocks of commercial and industrial land uses on Chestnut Street abutting the Central Business District. Elmwood Cemetery utilizes a rather sizable parcel of land almost directly in the center of the neighborhood area.

CENTRAL BUSINESS DISTRICT (CBD)

The Central Business District is bounded on the north by Chestnut Street, on the east by Cooper Avenue, on the south by the commercial land uses along William Street, and on the west by Spring Street. This area comprises the major portion of the retail business community of Henderson. It is also the governmental, financial, and entertainment center of the city. There are 36 residential structures located within the C.B.D. Eighty-eight percent or 31 of the houses are in sound condition. Although these are all old and in various stages of neglect, they could be preserved in sound condition with only normal maintenance. Five houses (12%) are in deteriorating condition and require correction of substantial defects.

This neighborhood is a mixture of business types with residences on the northern fringe. Incompatible land uses are prevalent in the area and yet there appear to be several vacant business structures, indicating a general decline in the drawing power of the downtown area.

NEIGHBORHOOD 10

Neighborhood 10 includes a large area north of the city limits. This area is bounded on the south by Interstate 85 and the city limits and on the north by the one mile extraterritorial limit. The area is rural in character and is likely to remain so because of the physical barrier of I-85, which should long postpone the northwest expansion of development. Of the 103 houses in this neighborhood, 66 (64%) are sound, 22 (21.4%) are deteriorating, and 15 (14.6%) are dilapidated.

NEIGHBORHOOD 11

Neighborhood 11 is bounded on the north by Interstate 85, on the east by the one mile extraterritorial limit and a branch of Sandy Creek, on the south by Water Street (Secondary Road 1518), and on the west by the city limits. This is the area known as North Henderson. Neighborhood 11 has a wide variety of mixed land uses ranging from residential to commercial and industrial. Henderson Cotton Mills and several neighborhood commercial uses flourish along Old Norlina Road and the railroad. Strip commercial activities predominate along N. Garnett Street (U.S. 1 Business) with several motels clustered around the U.S. 1, 158 and I-85 intersection. Housing in the neighborhood is 85% sound with 489 houses out of 576 in this category, 75 (13%) are deteriorated and 12 (2%) are dilapidated.

NEIGHBORHOOD 12

Neighborhood 12 is bounded on the north, east and south by the one mile extraterritorial limit, and on the west by U.S. 1 Bypass, the city limits, and a branch of Sandy Creek. The area contains two large industrial land uses, Americal Corporation and Johnson Lumber Company, both of which are located just outside the city limits. The rest of the neighborhood is residential and agricultural-woodland. The city water supply is drawn from Fox's Reservoir which is located just east of the fairgrounds. There are 230 houses in Neighborhood 12, 212 (92%) of which are sound, 14 (6%) are deteriorating, and 4 (2%) are dilapidated.

NEIGHBORHOOD 13

Neighborhood 13 is bounded on the north by the city limits, on the east by U.S. 1 Bypass, on the south by the one mile extraterritorial limit, and on the west by the Seaboard Coastline Railroad. This neighborhood

contains the unincorporated area South Henderson. The northernmost section of the neighborhood is occupied by Harriet-Henderson Cotton Mills, but the most prevalent industrial land use is Perry's Junk Company. The junkyard occupies the area between Skene Avenue, Cedar Street, Mason Street and Nicholas Street and is incompatible with the homes in the immediate area. Of the 434 houses in the neighborhood, 388 (89.4%) are sound, 36 (8.3%) are deteriorating, and 10 (2.3%) are dilapidated.

NEIGHBORHOOD 14

Neighborhood 14 encompasses the western extraterritorial area of the city. Beginning at the point where the Seaboard Coastline Railroad crosses the southern city limits, the area is bounded by the railroad south to the extraterritorial limit, then westward around the one mile extraterritorial radius to Interstate 85, then eastward to the city limits and then along the city limits back to the railroad. Industrial and commercial land uses in Neighborhood 14 are located along Raleigh Road (U.S. 1 Business). There are 315 houses in the neighborhood, 269 (85.4%) are sound, 33 (10.4%) are deteriorating, and 13 (4.2%) are dilapidated.

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HENDERSON

NORTH CAROLINA

EXTERNAL STRUCTURAL CONDITIONS

DECEMBER 1970

■ DETERIORATING
■ DILAPIDATED

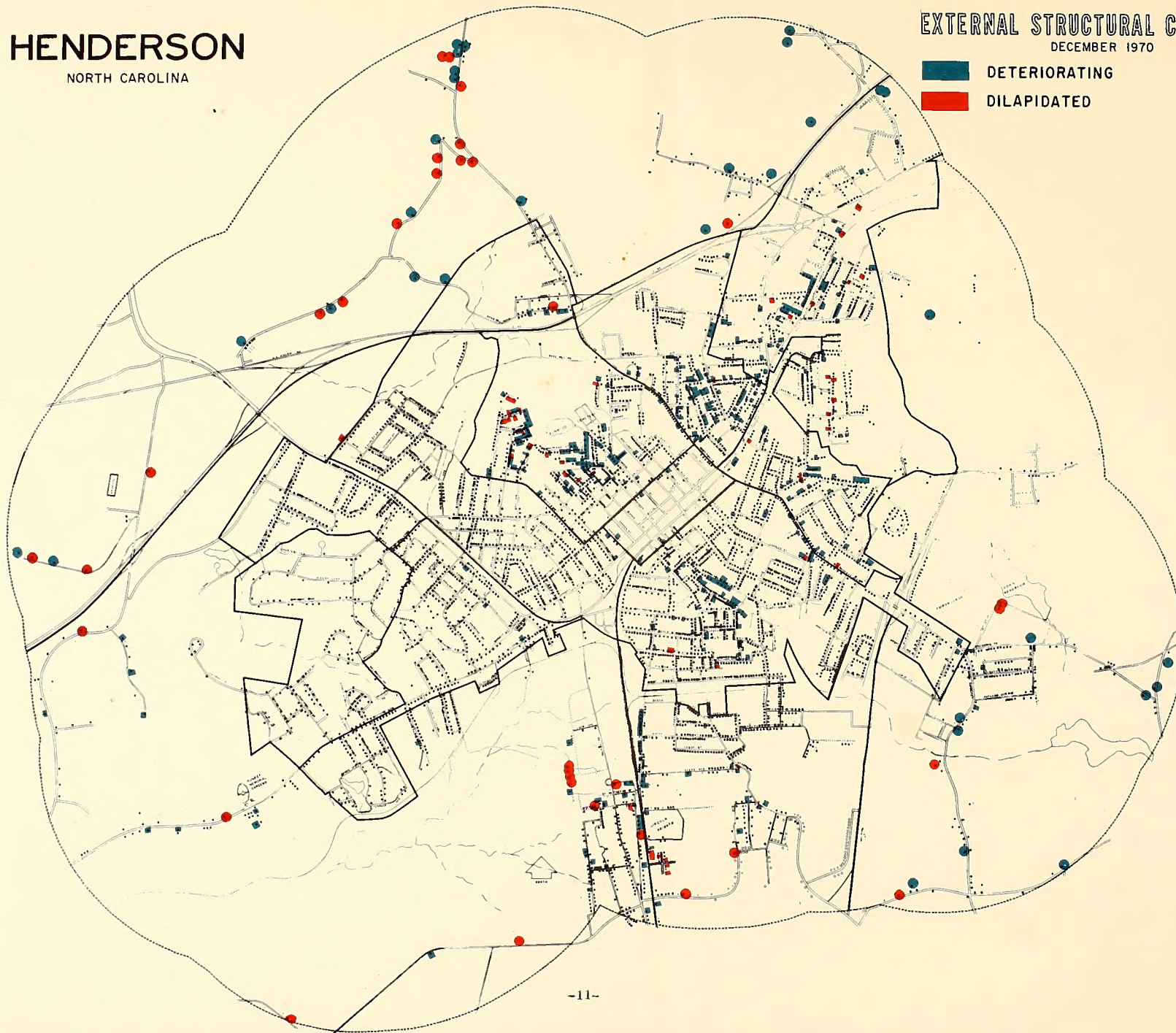


TABLE 1
EXTERNAL HOUSING CONDITIONS
HENDERSON, NORTH CAROLINA

NEIGHBORHOOD	TOTAL HOUSING			VACANT SUB- STANDARD	SUBSTANDARD			
	UNITS	SOUND	%		DETERIORATING	%	DILAPIDATED	%
1	44	39	88.7	0	4	9.1	1	2.2
2	475	383	80.6	0	91	19.2	1	.2
3	382	336	88.0	1	42	11.0	4	1.0
4	1,157	1,060	91.6	9	92	7.9	5	.5
5	416	412	99.0	0	4	1.0	0	--
6	185	185	100.0	0	0	--	0	--
7	226	226	100.0	0	0	--	0	--
8	604	602	99.6	0	2	.4	0	--
9	568	414	72.8	13	136	23.9	18	3.3
CBD	36	31	83.3	0	5	16.4	0	--
10	103	66	64.0	2	22	21.4	15	14.6
11	576	489	84.9	27	75	13.0	12	2.1
12	230	212	92.1	2	14	6.1	4	1.8
13	434	388	89.4	8	36	8.3	10	2.3
14	315	269	85.4	5	33	10.4	13	4.2
CITY	4,093	3,688	90.1	23	376	9.1	29	.8
EXTRA- TERRITORIAL	1,658	1,424	85.8	44	180	10.9	54	3.3
TOTAL	5,751	5,112	88.8	67	556	9.7	83	1.5

SOURCE: Visual External Structural Conditions Survey by Division of Community Planning, December 1970.

OCCUPANCY CHARACTERISTICS

Although the external appearance of the housing structures and the environment of the neighborhood may reveal adequate information for classifying general neighborhood qualities, it was felt that a more detailed study would provide more usable information for solving the problems in neighborhoods where intensive blight was obvious. A twenty-five percent sample survey of the blighted dwellings was made in Neighborhoods 2, 3, 4, 9, 10, 11, 13 and 14. The survey consisted of interviews and interior inspections conducted by Kittrell College students under the supervision of fieldworkers from Franklin-Vance-Warren Opportunities, Inc., and the Division of Community Planning (see Appendix 1). The information and conclusions drawn from the survey are included in the following sections.

Homeowners account for 24% of the blighted homes in the Henderson Planning Area and renters for the other 76%, according to the 25% survey of blighted houses cited above. The U.S. Bureau of the Census 1970 data shows that 53% of the homes in Henderson are owner occupied. Renters in the sampled neighborhoods pay an average gross* rent of \$62.25 per month compared with an estimated average gross rent of \$69.00 for Henderson as a whole. The blighted neighborhood shelter** rents range from \$13.00 to \$82.00 in one neighborhood as shown in Table 2.

According to the 1970 Census, blacks account for 41% of Henderson's population (22.4% of State Population) yet the sample survey of blighted neighborhoods indicated that blacks occupy 97% of the substandard housing within the city, 51% of that in the fringe areas, and 80% of the total within the planning area. In 1968 the annual per capita income for Vance County was \$2,258. According to data from the blighted neighborhoods survey, residents of substandard homes have a per capita income of \$808 annually, nearly 1/3 of the County average. Multiplying by 3.3 (the 1970 Census figure per occupied rental unit) gives an average family an income of \$2,667, well below the poverty level of \$3,100.

* Gross rent refers to costs for renting shelter and includes the costs of utilities.

** Shelter rent refers to costs for renting shelter only, and is exclusive of housing costs for heating, electricity, gas, water and telephone.

TABLE 2
OCCUPANCY AND RENT CHARACTERISTICS
OF BLIGHTED NEIGHBORHOODS, HENDERSON, 1971

NEIGHBORHOOD	2	3	4	9	10	11	13	14	Plan. Area
Number Surveyed	27	26	25	71	11	38	15	23	236
% Owner	22	31	16	15	45	21	50	43	24
% Renter	78	69	84	85	55	79	50	57	76
<u>Shelter Rent Class</u>									
\$12.50 - \$17.50	--	5	2	3	1	--	3	--	15
17.50 - 22.50	1	4	--	14	3	--	2	3	27
22.50 - 27.50	5	4	10	18	1	--	--	2	45
27.50 - 32.50	8	--	5	12	1	4	--	2	32
32.50 - 37.50	3	5	2	7	1	4	1	1	24
37.50 - 42.50	1	1	3	4	--	9	--	4	24
42.50 - 47.50	--	--	--	--	--	11	1	1	14
47.50 - 52.50	3	--	--	--	--	1	--	--	4
52.50 - 57.50	--	--	--	--	--	--	--	--	--
57.50 - 62.50	--	--	--	2	--	1	--	1	5
62.50 - 67.50	--	--	--	--	--	--	--	--	--
67.50 - 72.50	--	--	--	--	--	1	--	--	1
72.50 - 77.50	--	--	--	--	--	--	--	--	--
77.50 - 82.50	--	--	--	--	--	--	--	1	1
Average Shelter Rent	32.50	24.75	28.25	27.75	23.50	41.75	23.50	36.75	31.00
Average Cost of Utilities	31.50	35.75	32.25	32.85	24.35	40.00	29.50	33.25	31.25
Average Gross Rent	64.00	60.50	60.50	60.10	47.85	81.75	53.00	70.00	62.25
Estimated Gross Rent from 1970 Census	\$69.00								

SOURCE: Kittrell College and Franklin-Vance-Warren Opportunities, Inc., 25% sample survey of blighted neighborhoods, March 1971, and U.S. Bureau of Census, 1970.

WATER AND SEWER FACILITIES

Henderson's water supply has adequate reserve capacity for the present. Rated capacity of the treatment plant is 3.6 million gallons per day. A planned improvement to the filter system will increase the capacity of the plant. Average daily flow is now about 2.9 million gallons per day, with a peak demand of about 3.5 million gallons per day. Distribution lines extend to practically all areas within the corporate limits, and out into portions of Neighborhoods 10, 11, 12, 13, and 14. In almost every neighborhood, there are lines 2 inches or less (See map on page 19) which are below accepted standards for adequate pressure and fire protection. Fire hydrants on any line less than 6 inches cannot give adequate protection to the residents of the neighborhood.

The capacity of the city's sewage treatment facilities is 3.8 million gallons per day. The reserve capacity of the system is now approximately .8 million gallons per day. All areas within the corporate limits are generally served, portions of Neighborhoods 11, 12, and 14 are served, but no part of Neighborhoods 10 or 13 have sewer service (see map on page 21). Extension of service into these neighborhoods will probably require installation of pump stations and force mains.

Tap-on fees for water and sewer services must be paid in full before the city will connect these services. For a resident, the fees are as follows: Water - \$96.00 plus cost of street cut (\$10.00 to \$30.00); Sewer - \$108.00 plus cost of street cut (\$10.00 to \$30.00). Such a large lump sum payment is beyond the capability of most low income families. Landlords cannot supply the service without increasing rents, thereby in many cases forcing tenants to seek lower cost housing (without adequate plumbing facilities). The city needs to consider a plan whereby low income families could pay these fees on an installment plan, along with their monthly water and sewer bill, with interest on the unpaid balance. An example of the problem is the Red Hill area in Neighborhood 9. The city recently installed an 8 inch sewer line which most of the residents cannot afford to utilize - the residents receive no benefit from the installation and the city realizes no revenues from the sewer line.

TABLE 3
WATER SUPPLY AND WASTE DISPOSAL IN BLIGHTED NEIGHBORHOODS
MARCH, 1971

NEIGHBORHOOD	2	3	4	9	10	11	13	14
Number Surveyed	27	26	25	71	11	38	15	23
Figures below are percentages of each category								
WATER								
Hot and Cold	30	23	12	13	9	82	54	22
Cold inside	59	65	64	54	--	10	23	22
Cold outside only	7	--	24	7	--	--	15	22
No water	4	12	--	26	91	8	8	34
SOURCE OF WATER								
City	81	85	100	92	--	84	--	48
Individual	14	12	--	8	18	5	77	9
Other	2	3	--	--	82	11	23	43
BATH								
Yes	30	23	40	17	--	82	61	27
No	70	77	60	83	100	18	39	73
TOILET								
Yes	74	74	84	51	--	82	61	27
No	26	26	16	49	100	18	39	73
WASTE DISPOSAL								
City	70	92	100	51	--	10	--	17
Septic Tank	11	--	--	1	--	66	69	10
Privy	19	8	--	48	100	24	31	73

SOURCE: Kittrell College and Franklin-Vance Warren Opportunities, Inc., 25% sample survey of blighted neighborhoods.

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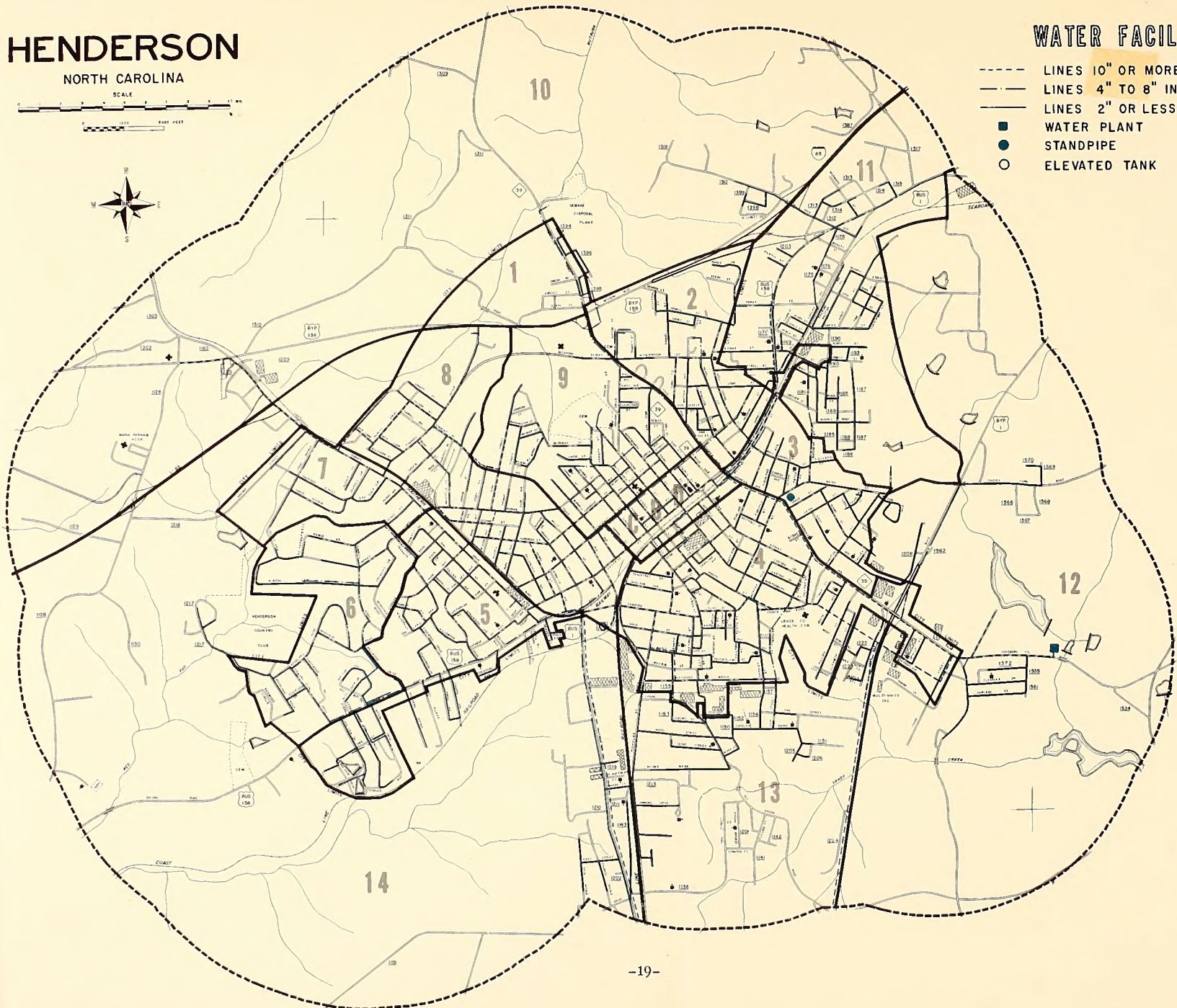
HENDERSON

NORTH CAROLINA



WATER FACILITIES

- LINES 10" OR MORE IN SIZE
- LINES 4" TO 8" IN SIZE
- LINES 2" OR LESS IN SIZE
- WATER PLANT
- STANDPIPE
- ELEVATED TANK



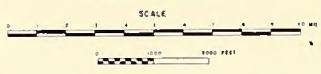
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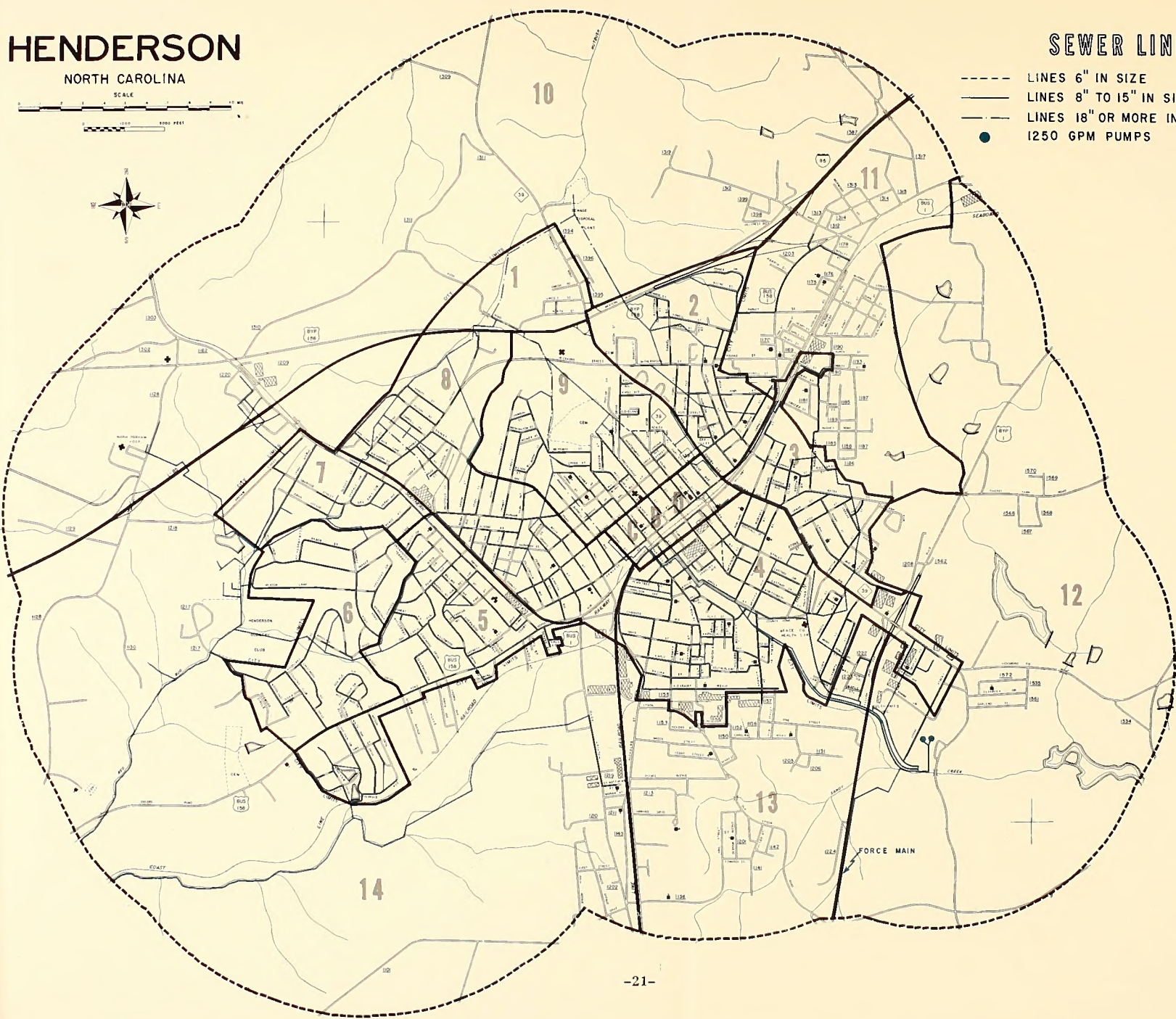
HENDERSON

NORTH CAROLINA



SEWER LINES

- LINES 6" IN SIZE
- LINES 8" TO 15" IN SIZE
- LINES 18" OR MORE IN SIZE
- 1250 GPM PUMPS



UNPAVED STREETS

The condition of public facilities can influence the way residents feel about their neighborhood. Where adequate facilities are available, residents and property owners are likely to have a greater degree of pride in their homes and property which tends to result in better maintenance and improvement of living conditions.

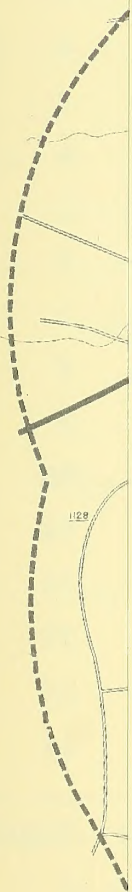
Since the city paves minor roads only upon petition, assessing property owners for part or all of the cost, areas of absentee ownership of low value homes and rental properties are likely to remain unpaved. This is the case in several neighborhoods in Henderson. Areas of low value rental homes tend to have unpaved streets (See map on page 25). In fact, 42% of the homes surveyed in blighted neighborhoods are on unpaved streets.

VEHICULAR ACCIDENTS

High vehicle accident rates generally indicate heavy traffic volumes, mixed land use, and an inadequate street system. The majority of traffic accidents in Henderson between 1969-1970* occurred in the CBD and along Chestnut Street, which divides Neighborhood 9 and the CBD. Other locations of frequent accidents include Dabney Drive, South Garnett Street, Andrews Avenue and several intersections in Neighborhood 4. (See map on page 25.) In January 1969, the State Highway Commission completed a thoroughfare plan for Henderson. This study outlines a system of thoroughfares needed to serve the anticipated traffic and land development needs of Henderson through 1990. Several recommendations made by the study have been carried out (e.g. the realignment of N. C. 39 through the city), and others are expected to be completed soon. The study makes specific recommendations for handling traffic in the CBD, including off-street parking, and lane changes which need to be implemented in order to decrease the volume of accidents.

* Data source: N. C. Highway Commission, Traffic Engineering Division.

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HENDERSON

NORTH CAROLINA



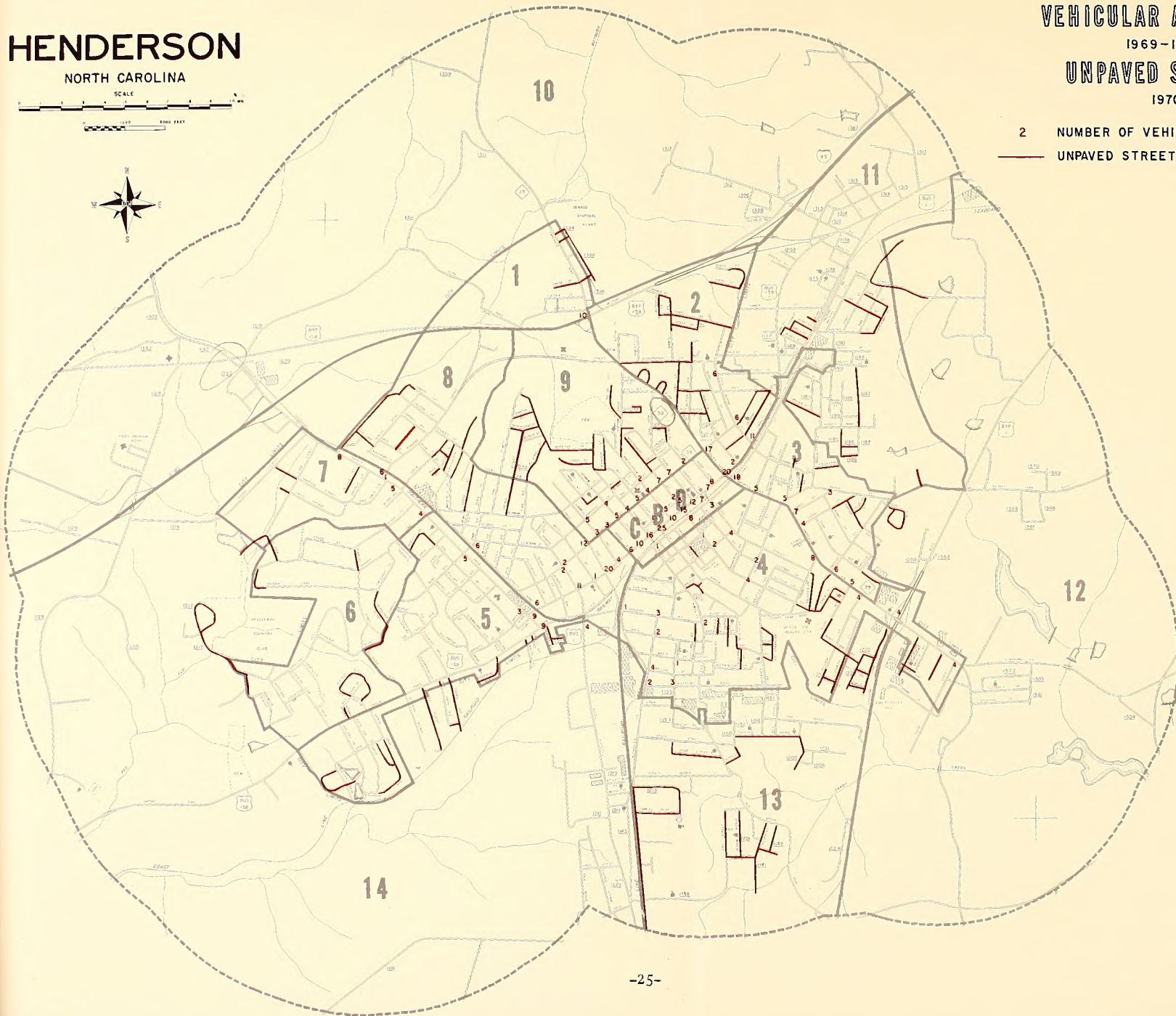
VEHICULAR ACCIDENTS

1969-1970

UNPAVED STREETS

1970

2 NUMBER OF VEHICULAR ACCIDENTS
UNPAVED STREETS



ARRESTS

The Henderson Police Department records for 1970 show 311 arrests for major crimes within the Henderson Planning Area. These include murder, rape, arson, breaking and entering, and larceny. The table below shows the number of arrests per neighborhood.

TABLE 4
ARRESTS BY PLACE OF RESIDENCE, 1970

Neighborhood	Arrests	Rank
1	3	8
2	45	3
3	41	4
4	93	1
5	3	8
6	-	10
7	1	9
8	10	5
9	89	2
CBD	3	8
10	-	10
11	8	6
12	8	6
13	5	7
14	3	8

SOURCE: Henderson Police Department.

It should be noted that in the Fringe Area around Henderson more arrests may have been recorded by the Vance County Sheriff's Department.

Arrests for crimes against persons and property indicate a direct assault on community social and legal precepts that reflect social disorientation and serious trouble. Residents of blighted neighborhoods may tend to feel resentful,

irresponsible and alienated from the rest of society. Low standards of education, lack of recreational outlets and apathy, in general, tend to play a major part in generating incidence of crime in its various degrees.

FIRE CALLS

Although fires occur irrespective of social or economic barriers, they do tend to occur more frequently in neighborhoods which contain older wooden structures, high population and building densities, inadequate or faulty electrical wiring, and unsafe heating systems.

The incidence of fire calls for the two year period, 1969-1970 plotted on the map on page 29 indicates that Neighborhood 4 had 183 fire calls, 9 had 73, 2 had 71, 8 had 63, 3 had 50, 5 had 56, the CBD had 35, 13 had 16, 7 had 14, 6 had 13, 11 had 12, 1 had 7, 14 had 6, 12 had 4, and Neighborhood 10 had none. It should be noted that neighborhoods 10 through 14 lie outside the city limits and may have had more fire calls answered by the Vance County Fire Department or Bear Pond Volunteer Fire Department. Henderson Fire Department records for 1969-1970 indicate that the Department responded to over 600 calls broken down into the following categories.

False Alarms - either by phone or by Fire Alarm Box - 137

Accidental False Alarm - malfunction in automatic alarm system or calls made by persons which were unnecessary - 46

Faulty heating system, cookstove malfunctions, electrical shorts, minor damage - 166

Trash, grass, leaves or woods fires - 111

Vehicular fires - 94

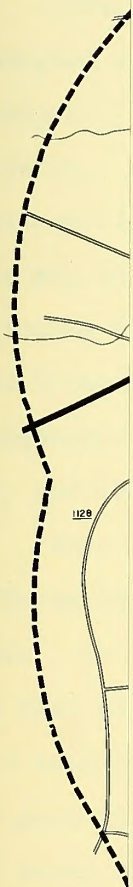
Fires causing major damage to structures - 30

Arson, both attempted and successful - 9

Bomb scare calls - 4

Other calls recorded were for washing away spilled gasoline, and numerous rescue calls for both humans and cats.

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HENDERSON

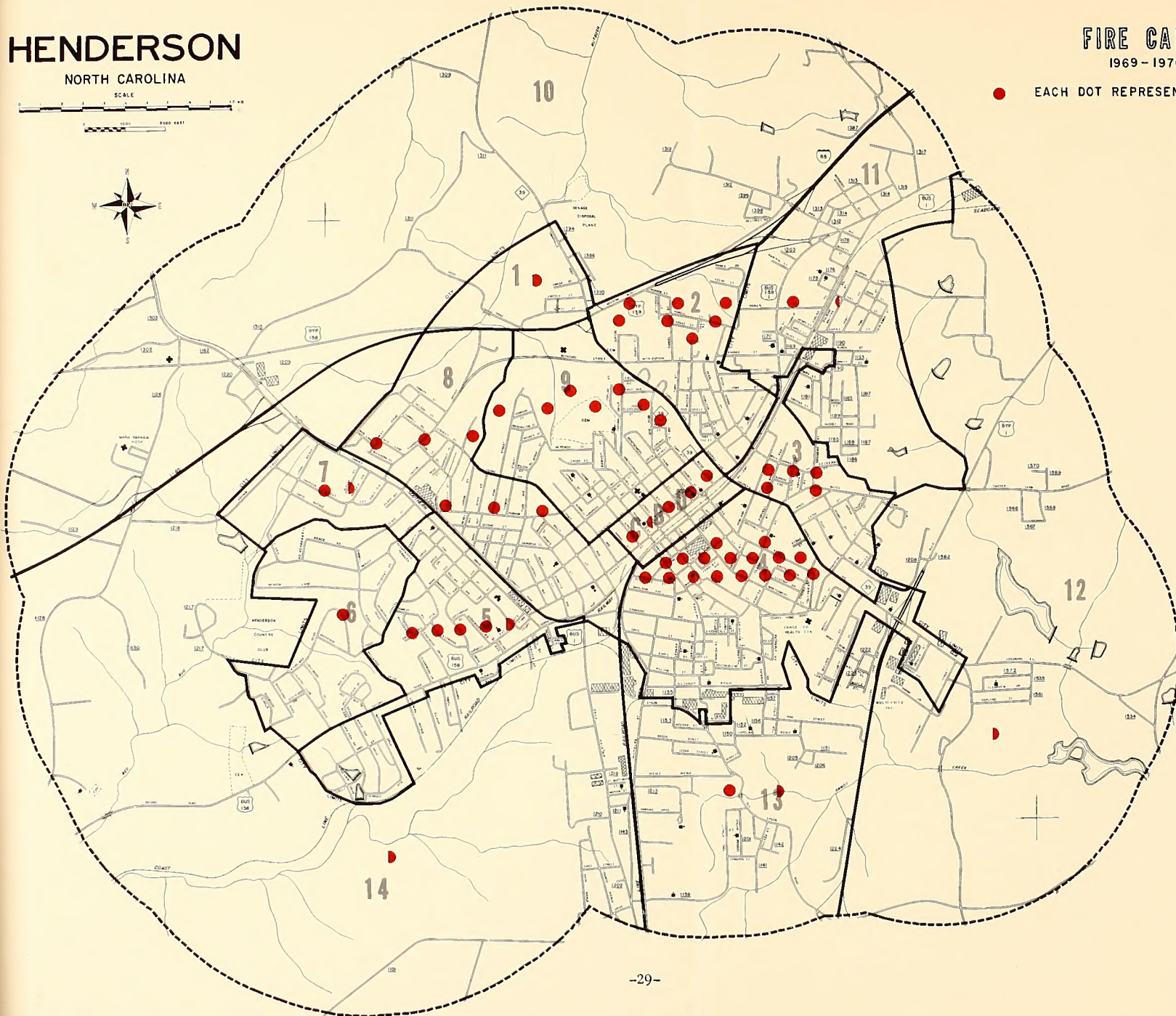
NORTH CAROLINA



FIRE CALLS

1969-1970

● EACH DOT REPRESENTS 10 CALLS



HENDERSON

1871

1871



PUBLIC HEALTH

Poor physical health can result from inadequate housing, unsanitary environmental conditions or exposure to infected persons. Homes that are cold in the winter, do not have a safe water supply or waste disposal facilities or are overcrowded, contribute to discomfort and disease. Within an overcrowded neighborhood, communicable diseases are more likely to spread at faster rates than in lower density areas. Such living conditions then, are not only a danger to the residents of the neighborhood but, should be an important concern to the entire community.

Tuberculosis and Venereal Disease

Tuberculosis can develop only where the necessary tubercle bacillus is combined with certain prerequisite environmental and physiological conditions. A majority of the people who are exposed to tubercle bacilli do not contract the disease. Overcrowded dwellings, providing inadequate sunlight and clean air, are contributing factors in the development of tuberculosis. As illustrated by the map on page 33, there are a total of 56 tuberculosis cases in the Henderson Planning Area. Neighborhoods 2, 3, and 4 have over 35% of the total with 11, 10, and 9 cases respectively; Neighborhoods 8, 9, 11, and 13 have 5 or 6 cases; Neighborhoods 1, 5, CBD, and 14 each have 1 or 2 cases; while Neighborhoods 6, 7, 10, and 12 have no cases reported.

Data concerning the incidence of persons treated for venereal diseases between 1969-1970 was obtained from the Vance County Health Department for analysis. It should be noted here that, generally speaking, this data may be biased, in that persons of upper socio-economic strata who may contract venereal diseases are usually treated by a private physician and thus may not be reported. The map on page 33 indicates that Neighborhoods 2, 3, 4, 9, and 13 have 57 (81%) of the 70 cases reported.

Illegitimate Childbirths

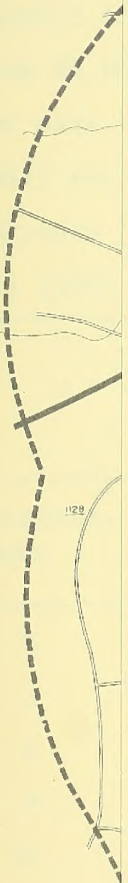
Data from the Vance County Health Department indicates that in the two year period, 1969-1970, 96 illegitimate children were born in the Henderson Planning Area. Neighborhoods 2,3,4, and 9 accounted for 71% of these with 21, 10, 15,

and 23 each. Eight were reported in Neighborhood 11 and 14, 5 in 13, 2 in 8 and 12, and 1 in 1 and 5. Here again, as is the case with venereal diseases, families of upper socio-economic levels can more easily enable unwed mothers to deliver while out of town on protracted vacations, using private adoption services, and thus preclude appearance of the birth in local agency records.

Stillbirths and Infant Mortality

In the Henderson Planning Area between 1969-1970 there were nine stillbirths and 17 deaths of children under five years of age. There were 12 more infant mortalities and 8 stillbirths in Vance County outside the planning area. It is difficult to cite exact causes for these deaths but indications are that such health factors as lack of proper prenatal care, overcrowded unclean living conditions, malnutrition, and child abuse result in early mortality.

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HENDERSON

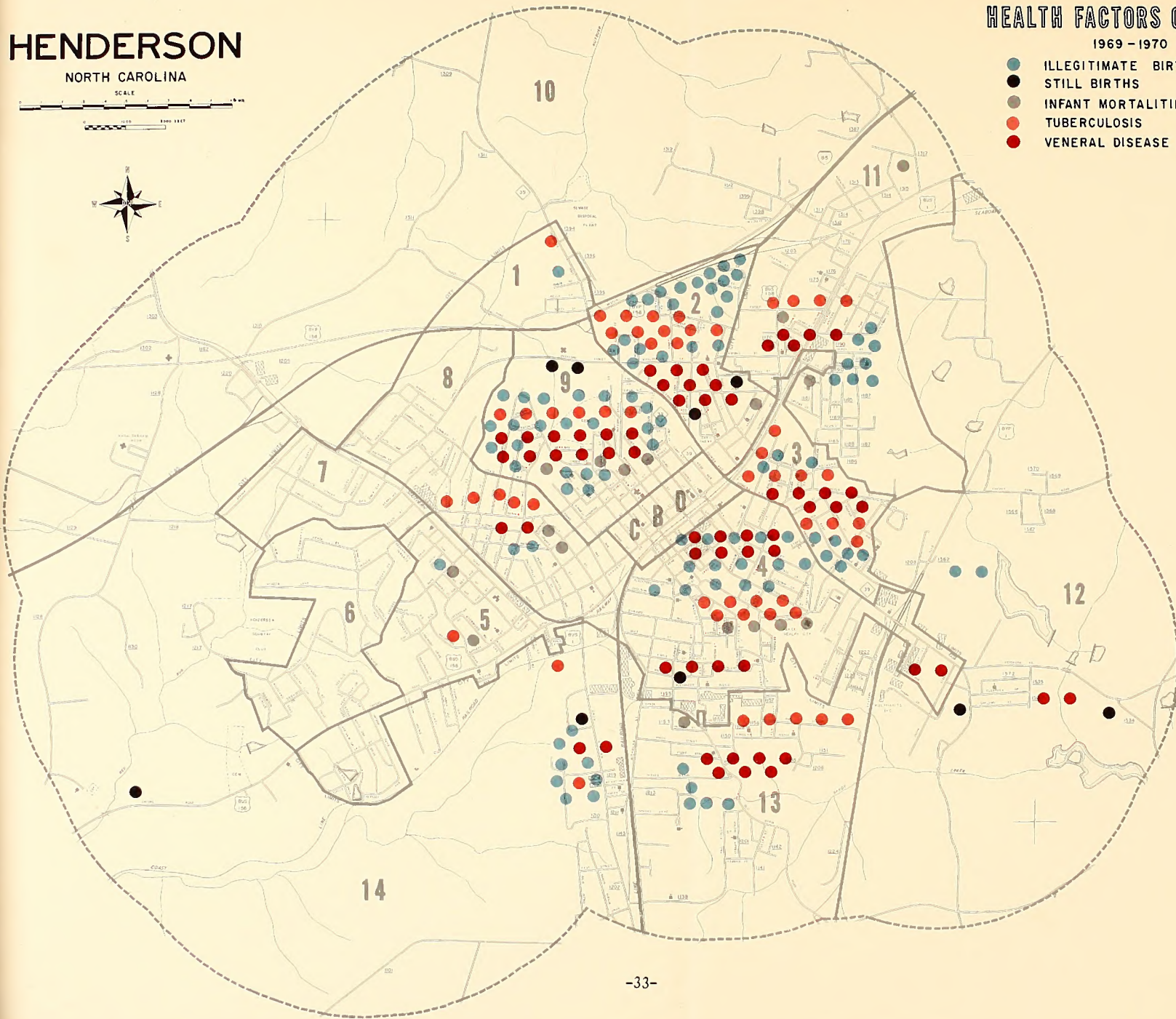
NORTH CAROLINA



HEALTH FACTORS OF BLIGHT

1969 - 1970

- ILLEGITIMATE BIRTHS
- STILL BIRTHS
- INFANT MORTALITIES
- TUBERCULOSIS
- VENEREAL DISEASE



PUBLIC ASSISTANCE

Public assistance data recorded by the Vance County Department of Social Services indicates a very definite correlation between blighted neighborhoods and the use of public aid. Since the recipients of assistance tend to have very low incomes they normally live in low rent areas which have a tendency to be areas of unsound and unsafe housing. The Vance County Social Services Department records show that for the month of March, 1971, within the Henderson Planning Area, there were 245 cases of Old Age Assistance, 133 cases of Aid to the Permanently and Totally Disabled, and 204 cases of Aid to Families with Dependent Children. Data for the entire county indicates that for OAA, payments range from a low of \$5.00 to a high of \$203.00 and average \$67.00; for APTD, payment range from \$9.00 to \$203.00 and average \$69.00; for AFDC, payments range from \$9.00 to \$203.00 and average \$69.00; for AFDC, payments averaging \$104.00 are made to 348 adults for assistance for 1,088 children (3.13 children per adult recipient). The map on page 37 shows the Social Services assistance payments by neighborhoods, with Neighborhoods 2,3,4,9,11, and 13 accounting for 524 (90%) of the 582 cases in the planning area. (See Table Below):

TABLE 5

SOCIAL SERVICES ASSISTANCE

HENDERSON, MARCH, 1971

Neighborhoods	OAA Recipients	% of Total	APTD Recipients	% of Total	AFDC Recipients	% of Total	All Programs Neighborhood Total	% of Total
2	31	12.6	18	13.5	40	19.6	89	15.3
3	21	8.7	14	10.5	24	11.8	59	10.0
4	74	30.2	35	26.3	59	28.9	168	28.8
9	44	17.9	21	15.8	33	16.2	98	16.7
11	28	11.4	20	15.1	9	4.4	57	9.7
13	19	7.8	15	11.3	19	9.3	56	9.5
All Other Neighborhoods	28	11.4	10	7.5	20	9.8	58	10.0
TOTAL	245	100.0	133	100.0	204	100.0	582	100.0

OAA = Old Age Assistance

APTD = Aid to the Permanently and Totally Disabled

AFDC = Aid to Families of Dependent Children

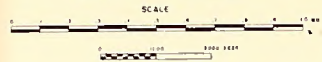
SOURCE: Vance County Department of Social Services

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HENDERSON

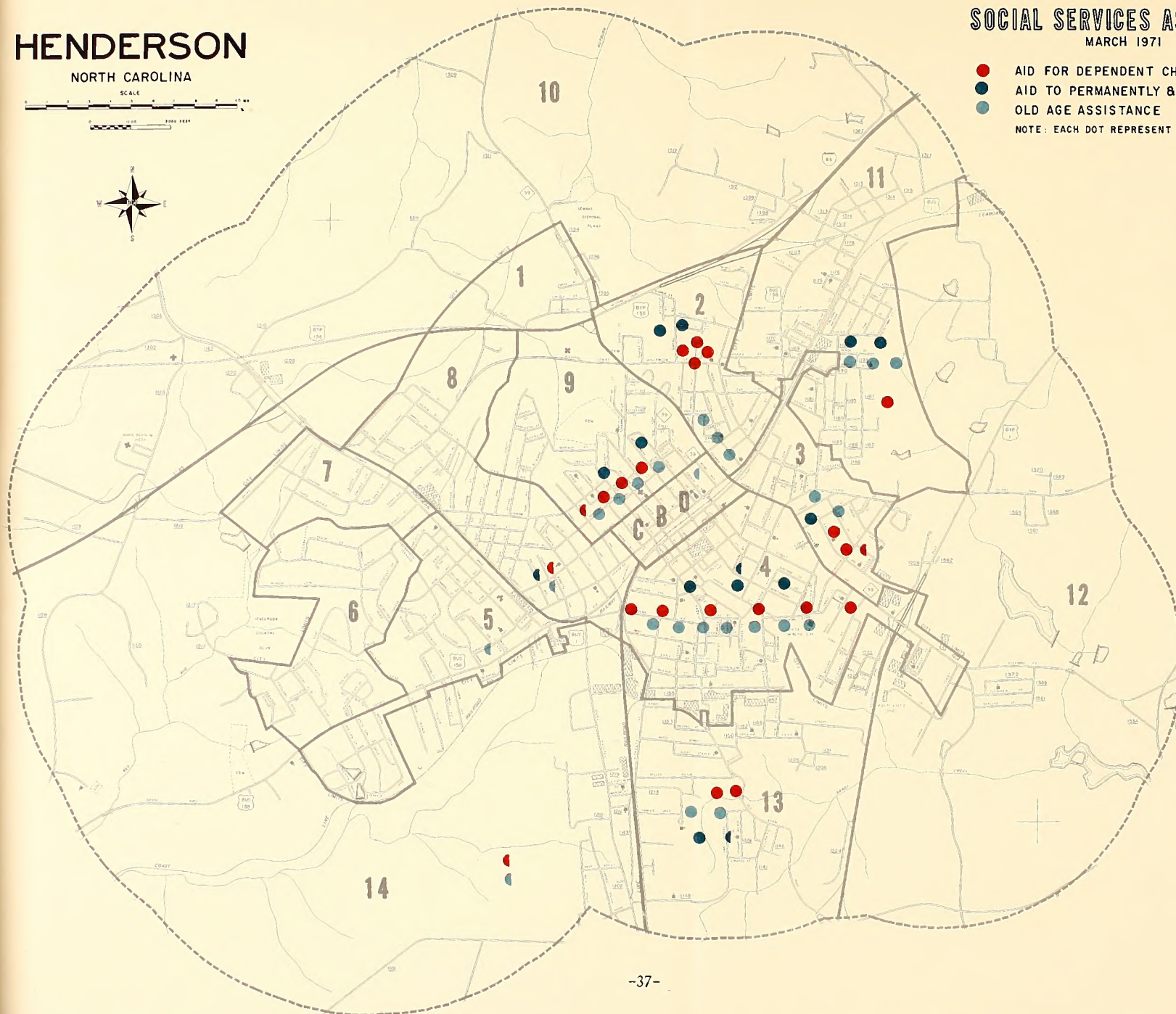
NORTH CAROLINA



SOCIAL SERVICES ASSISTANCE

MARCH 1971

- AID FOR DEPENDENT CHILDREN
 - AID TO PERMANENTLY & TOTALLY DISABLE
 - OLD AGE ASSISTANCE
- NOTE: EACH DOT REPRESENTS 10 CASES



EDUCATION

Effective with the 1968-1969 school year, Henderson and Vance County School Systems were merged into one system operated by Vance County. Because of this change and the difficulty of obtaining sufficient data it is necessary to discuss the entire system rather than merely the schools serving the Henderson Planning Area. Data was obtained from both the Vance County Board of Education and the State Department of Public Instruction on various indices including: student population per school, number of teachers by school and type of teaching certificate, pupil/teacher ratio, number of free and reduced price meals served in January 1971, follow-up survey of 1969 graduates, and numbers of transfers and dropouts for 1969-1970. The confrontation and violence that troubled Henderson during the first week of November 1970 shocked the community into awareness of the social unrest that exists. General racial attitudes in the area crystallized around the issue of the Federally forced integration of the entire school system. Problems arose, centering on the decision to reopen the segregated Nutbush School. Blacks organized and protested the move, adding a long list of grievances concerning policies and actions at other schools in the county. Insufficient advance preparation for potential problem areas, and especially a lack of effective communication between races, local officials, and community leaders, and between young and old seemed to be at the core of the conflict.

The table on page 41 shows all schools in Vance County with current enrollment, teacher qualifications, pupil/teacher ratio for each school, number of free lunches served in the 1969-1970 school year. Schools at Townsville, Kittrell, and Nutbush were closed this year. The system lost a total of 1,091 students through graduation, transfers, and dropouts and gained 381 from transfers and new starts for a net decrease of 710 students between the 1969-70 and 70-71 school year. A survey of 1969 graduates of the Vance County School System shows that 405 students graduated of which 150 (37.1%) enrolled in a college, 19 (4.7%) enrolled in trade, business or nursing school, 25 (6.1%) entered military service, 177 (43.8%) were gainfully employed, and 34 (8.3%) were unaccounted for. The State averages are as follows: college, 40.98%; trade or business school, 16.68%; military 3.8%; employed, 28.82%; and all others, 9.72%.

Comparison of these figures show that graduates from Vance County exhibit proportionally lower college entrance, much lower trade and business school entrance, a high proportion entering military service, and a high proportion entering the work force directly upon graduation. Since military service and immediate employment usually means unskilled or semiskilled labor, the school system needs to place more emphasis on trade or business school preparation which will lead to skilled employment. The per pupil expenditures are \$446.56, of which \$52.84 are local funds, \$291.55 are federal, and \$102.17 are state funds. When a student drops out of school for any reason (or leaves Henderson), this public investment in human resources is lost, therefore, every effort should be made to provide the student with incentive to stay in school. This may include providing classes in subjects that will interest him or it may be necessary to determine what social and economic reasons he has for dropping out and attempting to correct them.

TABLE 6
VANCE COUNTY SCHOOLS DATA

Schools	Number of Pupils March '71	Teachers by Certificate 1970-1971				Pupil/Teacher Ratio 1970-71	Free & Reduced Price Meals Per Day Jan. '71	Dropouts ⁶ 1969-1970		Number of Pupils 1969-70	Grades Taught 1969-70
		Graduates	A	B	Other			Transferred	Dropped		
^v Aycock	354	2	11	2	--	23.6	97.6	36	3	381	1-8
^v Carver	531	2	13	5	1	25.3	126.4	28	2	442	1-7
Clark Street	375	1	14	3	--	20.1	101.2	22	2	415	1-6
^v Dabney	308	1	12	2	--	19.3	137.0	15	4	256	1-8
Eaton-Johnson	745	2	21	3	--	28.7	187.2	7	8	733	1-7
Henderson High	910	7	33	2	1	21.2	88.1	21	66	1,046	9-12
Henderson Institute Junior High	358	3	14	1	--	19.9	85.5	5	63	613	10-12
^v Middleburg	311	--	15	3	--	17.3	170.6	145	11	424	1-8
^v New Hope	378	2	14	1	1	21.0	310.8	11	1	422	1-7
North Henderson	380	--	12	3	--	25.3	126.3	14	--	279	1-7
^v Oak Grove ¹	103	--	5	--	--	20.1	57.9	7	--	173	1-7
Pinkston Street	526	2	18	2	--	23.9	165.0	12	26	416	8
E.M. Rollins/Annex ²	971/279	3	36	6	--	27.7	318/95.2	47	1	947	1-7
South Henderson	400	3	15	1	--	21.1	N/A	13	1	231	1-7
^v Townsville ³	--	--	--	--	--	--	--	5	4	170	1-8
^v Vance County High	773	6	33	3	--	18.4	218.0	32	32	887	9-12
Westend ²	279	--	--	--	--	--	--	12	--	137	1-6
L.B. Yancey	204	1	7	3	--	18.5	91.5	1	1	225	1-7
^v Zeb Vance	360	1	12	3	1	21.2	170.9	5	7	264	1-8
^v Nutbush ⁴	--	--	--	--	--	--	--	4	--	102	1-7
^v Kittrell ⁵	--	--	--	--	--	--	--	9	3	413	1-7
TOTAL	8,266	36	285	43	4	22.4	2,551.9	451	235	8,976	

¹ Oak Grove operated as a Kindergarten (ESEA).

² Westend was annexed to E.M. Rollins for the 70-71 school year.

³ Townsville
⁴ Nutbush
⁵ Kittrell } schools phased out of operation in 1970.

⁶ Transfer students to another system or dropped out of school for one of several reasons

^v School outside Henderson Planning Area.

SOURCE: Vance County School Board and N. C. Department of Public Instruction.

RECREATION

There is a critical lack of park and recreational facilities in Henderson. The 1960 Land Use Survey indicated that only about 50 acres of land in the area were devoted to parks and recreation. In 1970, according to local officials, the city has no public recreation facilities or parks in operation. The city does own some property designated for parks, but it is not utilized. A Recreation Plan prepared in 1956 by Charles M. Graves of Atlanta, Georgia, was never implemented. The city does have a Recreation Commission, but it has been unable to make tangible accomplishments even though it meets regularly. The funds that the city appropriated for recreation go toward supporting baseball and football programs for boys and several neighborhood playgrounds that are set up through neighborhood efforts. At present, none of the industries in the area are providing recreation facilities, even for their own employees.

As Henderson becomes more intensively developed over the years, the need for parks and recreation space will become even more crucial than it is now. Additional population will require more land for recreational purposes, while this same population increase will mean that less land will be available for such use. The vacant lots and open lands which now serve as play areas for children living in nearby houses will be built upon. Playing in the streets is undesirable from the standpoint of safety, and this will become a more acute problem as the traffic increases with the population growth. The Graves Recreation plan mentioned above recommends development of 250 acres of recreation lands by 1980 with at least 70 acres of playground and playfield space. The close proximity of the John H. Kerr Reservoir alleviates some of the area's recreation demand, but neighborhood and community playgrounds for regular, daily use are still needed for children unable to play in areas other than the streets of Henderson.

PART II
COMMUNITY ACTIONS AND
IMPROVEMENT PROGRAMS

THE CITY

The success of an individual in society is a function of opportunity. The people who live in Henderson's blighted areas are there either by choice, or, as is more likely, because they are denied a chance to compete effectively in society. This disadvantage results in an inability to earn enough money to afford the cost of a decent living. Specific deficiencies are in the areas of basic and technical education, job skills and job opportunity.

People have to live somewhere. A family will live where they will be accepted or allowed, but primarily where they can afford. Low value residential real estate for the purpose of sale or rent is almost entirely associated with the least desirable locations. The desirability of a residence is determined by many factors. Some factors are directly related to health and safety, such as age and structural decay, inadequate sanitary facilities and inadequate protection from the weather. Other factors are the obvious relationships between the site and the surroundings, such as land use conflicts, traffic nuisances, street lighting, street conditions, accessibility of electricity, water, sewer, schools, shopping, and so on.

According to the 1970 census the racial composition of Henderson is approximately 41 percent black and 59 percent white. Most of the black population was found to be living in the blighted neighborhoods. The remaining population in the blighted neighborhoods was low-income white families.

What can be done to improve the lives of these people? The ultimate answer lies in the determination of the total community to change the situation. The recommendations in this report merely represent a beginning effort and not a total answer or program. It is hoped that the result of these recommendations, when implemented, would stimulate a desire in the people to become physically and emotionally involved in the community and its improvement.

It is felt that the initial emphasis should be in areas most certainly having a relationship to the poverty cycle. Therefore, immediate goals should be:

1. To reduce the large percent of the population that are presently illiterate.
2. To provide a means for the economically deprived persons to receive a meaningful vocational skill.

3. To promote constructive and meaningful race relations, especially in areas of job opportunity.
4. To promote programs that will correct the physical inadequacies in the blighted neighborhoods.

The ultimate goals of a community area are only limited by desires, our resourcefulness and our efforts:

1. To provide every able citizen regardless of race, creed or color with the education and vocational skills necessary to secure employment that will provide the basic necessities for adequate support of a family.
2. To provide for those citizens who, for reasons of health, age, or mental-ity are incapable of securing the basic necessities for a reasonable and decent standard of living.
3. To provide job opportunities for all capable citizens.
4. To provide that job applicants will be considered on the basis of ability, education and experience.
5. To create in every neighborhood of Henderson a physical environment that is attractive, convenient, and healthy for all our citizens.

GENERAL RECOMMENDATIONS

The spread of blight in Henderson can and must be stopped. If programs of prevention and correction are not instituted, the future citizens will find the costs of correction almost prohibitive. Programs can be initiated which will enable the community to begin to eliminate blight. The study has identified many significant problems that are directly related to the issue. These facts might be unpleasant, but the problems must be faced intelligently if we are to deal with them.

The following is an explanation and discussion of various programs and recommendations which may be utilized in the upgrading of blighted areas and the improvement of the social and economic ills which beset the inhabitants of these areas.

DEVELOPMENT PLANNING AND GUIDANCE

This type of activity is recommended in areas which are primarily undeveloped.

The goal of this activity is to prevent future blight by planning for the orderly development of vacant land and to insure strict regulation of the development of factors that have influenced blighted areas in the past.

The two planning tools that must be implemented wisely in order to effectuate this program are the zoning and subdivision ordinances. The land development plan, community facilities plan and capital improvements budget also play a significant role in the guidance of rational development.

Henderson must enforce strictly its Housing Ordinance, Building Codes, Zoning Ordinance, and Subdivision Regulations to insure sound development.

It is recommended that Henderson enforce its ordinance that requires the removal of junked cars from private property and also adopt an ordinance which would require the screening of automobile junkyards. The Proposed Zoning Ordinance has such provisions.

The street conditions in many areas of Henderson are poor. In many cases unneeded streets can be closed and used as neighborhood tot lots. Adequate revision of streets can be accomplished by cooperative efforts between the City and Federal Government (clearance or conservation projects) or the City and the area residents (nonfederal action).

HUMAN RESOURCE CONSERVATION

Human Resource Conservation can be termed as improving the quality of people. To invest in the improvement of personal skills and resources, in developing the ability of people to earn a productive place in society and to provide for the aged and sick with respect, is the objective of this activity.

Two of the most serious problems that weaken the society are (1) the lack of education and (2) the resultant employment situation. Specific corrective programs should include the following:

1. A program to reduce the number of student drop-outs through:
 - A. Development of guidance and counseling program on the elementary school level to deal with the potential drop-out during the more formative years.
 - B. Improve the counselor/student ratio on the secondary level by hiring more counselors and extend the counseling program into the summer.

- C. Establish a volunteer Parent Corps to assist the counseling program and to work actively in the neighborhoods.
 - D. Enforce truancy laws rigidly.
 - E. Adopt a school policy to encourage young expectant mothers to remain in their present school or to establish a separate program and provide facilities.
 - F. Reevaluate the curriculum to provide relevant education for those who are presently not completing school. Education for those who will not go to college is equally important as college preparatory courses.
- 2. Reestablish programs that can provide subsistence incomes to persons attending job training programs.
 - 3. A coordinated effort must be made by the Public School System, Vance County Technical Institute, the Employment Security Commission and the Industrial Development Commission to encourage industries to locate in Henderson that can provide the type of employment opportunities that can break the poverty cycle.
 - 4. It is also recommended that the various merchant associations endorse a policy of nondiscriminatory employment practices.
 - 5. Begin the organization of neighborhood improvement committees. Membership in neighborhood improvement subcommittees would be made up of neighborhood residents. The activities would include making surveys to determine the needs of the neighborhood residents, recommending solutions to neighborhood problems and most importantly to be involved in the implementation of proposed programs.

PRESERVATION

Preservation is recommended for areas where physical, economic and social conditions are average or above. The objective of this program is to prevent future blighting in sound existing areas through local programs to maintain the sound structures and to upgrade the few structures that might require it. Protection of the residential structures against invasion of nonconforming uses which would downgrade the area can be effected through diligent zoning administration. The maintenance of standard structural conditions can be accomplished

through housing inspection and a code enforcement program and by insuring a continuance of an adequate level of community facilities and services.

Continuous local efforts will be necessary to maintain and upgrade the physical environment and housing conditions within the City. However, to rejuvenate some of the more seriously blighted areas in Henderson may well prove to be beyond the resources of the City alone. It may be necessary to apply for financial assistance to cope with the problem areas. The Federal Government, under the Urban Renewal Program, will contribute up to three-fourths of the cost of renewing blighted areas. Funds spent by local governments, such as for streets, utility improvements, street lighting, community facilities, and other expenses may be counted toward the one-fourth cost to the City. Urban renewal offers three programs, Conservation, Rehabilitation, and Redevelopment, which can be of use to Henderson in striving for a better community for all its people.

CONSERVATION

A conservation program is primarily of value in maintaining and preserving good, stable, neighborhoods which are free of more serious forms of blight. Although housing conditions may vary greatly within the area, clearance is usually not required. However, such items as provision of community facilities, modifications of the streets and extensions of some community services may be required. Essentially, the problems can be solved through the efforts of local property owners or tenants and the City.

REHABILITATION

Rehabilitation as a type of treatment is recommended in areas that have a reasonably strong potential for blight or in areas that are already showing serious signs of decline. The program is primarily intended to improve existing conditions and to insure that a relapse will not occur. Spot clearance of dilapidated dwellings is usually involved, along with extensive improvement in the environment of the area. Systematic inspection and organized enforcement of health, safety, sanitation, and housing codes will be necessary. Local governments, through their various departments play a key role, but the cooperation and assistance of the residents of the neighborhoods is of the greatest importance if the downward trend in these areas is to be reversed.

REDEVELOPMENT

Redevelopment is recommended where conditions are so poor that extensive renovation is impractical. This type of treatment would consist primarily of clearance of structures which are beyond saving. In addition, major street changes, major utility extensions, provision of community facilities may all be required. Although good structures may be saved and renovated, the majority of the area will probably be acquired, cleared, and prepared for reuse for industrial, commercial, residential, public or other appropriate use.

EXEMPLARY URBAN RENEWAL SKETCH PLAN

An illustrative "idealized" urban renewal plan for neighborhood four was prepared to exemplify the potential benefits of an urban renewal project and to contrast a redeveloped area of the local community with the existing neighborhood.

Chief among the problems of the existing area is an uncoordinated system of streets, with multistreet intersections, deadends, an extreme excess of streets (consuming too much land and resulting in higher public costs for maintenance), intersections at curves, and offsets ("jogs") which contribute to accidents. The industrial complex south of Alexander Avenue has poor access to U. S. 1 Bypass resulting in excess traffic flow on Nicholas Street.

The renewal plan demonstrates numerous advantages over the existing neighborhood, including a functional street pattern, with major thoroughfares buffered from adjacent uses by a border of hedges and trees; residential streets are designed to discourage traffic through the neighborhood. Overall street coverage is substantially reduced. Scattered individual commercial uses are eliminated, replaced by unified neighborhood shopping centers at the edges of the neighborhood. Such uses would be developed with adequate parking facilities. Water courses form the focus of a public park and greenways stretching through the neighborhood. Multifamily residential areas are provided adjacent to volume streets, further reducing through traffic in single-family areas, as does the extensive use of cul-de-sacs. Common open areas are provided in three blocks for open space use or development as recreational facilities by community associations. The junior high school site is enlarged in area. A major street with ready access to U. S. 1 is provided for industrial traffic.





This plan is included for illustrative purposes only, and is not recommended for implementation because it was not prepared on the basis of detailed land use demand forecasts and marketability projections, but is typical of the land use and transportation amenities which can be achieved in a redevelopment project. A workable plan for this area would undoubtedly represent a greater compromise between the desirable ideal and existing development.

NEIGHBORHOOD FOUR

HENDERSON

NORTH CAROLINA

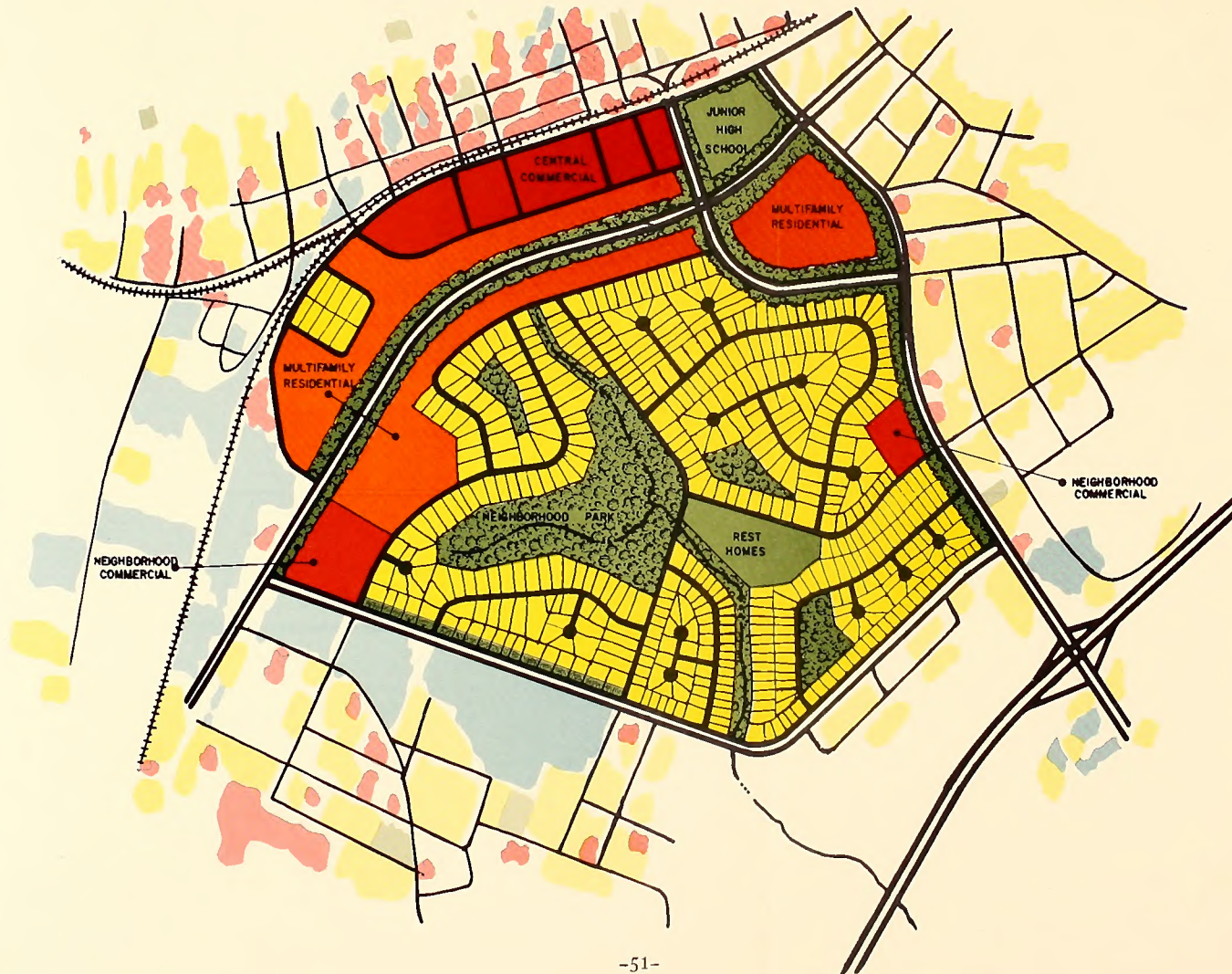


-  OFFSET INTERSECTION
-  DEAD END
-  MULTISTREET INTERSECTION
-  EXCESSIVE STREETS



HENDERSON, N.C.

EXEMPLARY URBAN RENEWAL PLAN NEIGHBORHOOD FOUR



PART III
SUMMARY OF NEIGHBORHOOD
CHARACTERISTICS AND
RECOMMENDATIONS FOR
NEIGHBORHOOD IMPROVEMENT

The purpose of this section is to summarize the characteristics for each neighborhood and those of the families occupying substandard housing. Information and data is drawn from the previous sections on occupancy, public facilities, health indices, arrests, fire calls, public assistance, and education. Characteristics of families living in substandard housing is drawn from the 25% sample survey of blighted neighborhoods conducted by Franklin-Vance - Warren Opportunities, Inc.

Recommendations are made for each neighborhood based upon current conditions within the area. The general recommendations made in Part II are applied to fit the needs of each neighborhood, however, the Human Resource Conservation section can be applied to the planning area as a whole. The programs listed are needed throughout the area to stop the outflow of Henderson's youth and thereby its future.

NEIGHBORHOOD 1

Neighborhood 1 is located north of Interstate 85 and has the least number of dwelling units. The Land Use Plan for Henderson and the proposed Zoning Ordinance project residential and agricultural land use for this area.

Neighborhood Characteristics

1. The neighborhood is racially mixed but predominantly black.
2. The terrain is rolling which will create problems with future development unless care is taken to utilize land contour to the best advantage.
3. Eighty-nine percent of the structures are sound.

Recommendations

Development Planning and Guidance is recommended for this neighborhood. This will prevent future blight by planning for the orderly development of vacant land. Strict enforcement of the Housing Ordinance, Building Code, Zoning Ordinance and a good set of Subdivision Regulations will insure sound development.

NEIGHBORHOOD 2

Neighborhood 2 is located northwest of the CBD and just south of Interstate 85. Land use is predominantly residential, interspersed with commercial, mostly small neighborhood groceries and snack shops. Undeveloped land along I-85 is inaccessible because of terrain and the expense of providing public utilities.

The following is a detailed checklist of housing conditions, neighborhood problems and characteristics of families living in Neighborhood 2.

Neighborhood Characteristics

1. Twenty percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound housing is in need of immediate minor maintenance to prevent deterioration.
3. Residents in 96% of the substandard houses are black.
4. Fifty percent of the streets are unpaved or in need of repair.
5. Water and sewer is available to most of the area.
6. Neighborhood 2 residents receive 15.3% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 2 ranks third in arrests for major crimes in 1970.
8. Neighborhood 2 had 71 fire calls reported in 1969 and 1970.
9. Schools in the neighborhood had 83 withdrawals in the 1969-1970 school year.

Characteristics of families living in Substandard Housing

1. Seventy-eight percent of the substandard housing is renter occupied.
2. The average gross rent is \$64.00 or 33.6% of the average family income of \$2,280 per year.
3. Fifty-nine percent of the families have only cold water inside, while 11% have water outside or no water.
4. Sixteen percent of the families get water from sources other than the City.
5. There are no bath facilities in 70% of the homes.
6. Twenty-six percent of the families have no inside toilet.

7. Thirty percent of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is seventh grade.
9. Sixty-one percent of the heads of households are retired or have been unemployed an average of 5.6 months within the last year.
10. Sixty-four percent of the employed heads of households are in unskilled jobs.

Recommendations

Limited rehabilitation is recommended in Neighborhood 2. Enforcement of the Housing Ordinance will enable the city to clear dilapidated dwellings, however, the primary purpose of the program is to improve existing conditions and to insure that a relapse will not occur. Street improvement, and involvement of the residents in a Clean-up, Fix-up Campaign will all help to reverse the trend toward major blight in Neighborhood 2.

NEIGHBORHOOD 3

Neighborhood 3 is east of the CBD and north of Andrews Avenue. The area is largely residential, with isolated neighborhood commercial land uses along Andrews Avenue. Very little land is available for development in the neighborhood. The Proposed Zoning Ordinance calls for R-6 residential over most of the neighborhood with B-3 general business along Andrews Avenue from Clark and Water Streets to Cherry Street. Office-Institutional is planned for the block encompassed by Andrews Avenue, William Street, Rock Spring, and Rowland Streets.

Neighborhood Characteristics

1. Twelve percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound units are old and in danger of becoming deteriorated unless care and maintenance is administered. Some of the houses exhibit repetitive, monotonous design which induces apathy among residents.
3. Residents in 98% of the blighted houses are Blacks.

4. Streets in the neighborhood are in fair to good shape with only eight blocks unpaved.
5. Water and sewer is available to all residents of Neighborhood 3.
6. Residents of this neighborhood receive 10% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 3 ranks fourth in arrests for major crimes in 1970.
8. Neighborhood 3 had 50 firecalls reported in 1969 and 1970.
9. The Pinkston Street School had 38 withdrawals in the 1969-1970 school year.

Characteristics of families living in substandard housing

1. Sixty-nine percent of the substandard housing is renter occupied.
2. The average gross rent is \$60.50 or 22.4% of the average family income of \$3,228 per year.
3. Sixty-five percent of the families have only cold water inside, while 12% have water outside or no water.
4. Fifteen percent of the families get water from sources other than the City.
5. There are no bath facilities in 77% of the homes.
6. There are no inside toilet facilities in 26% of the homes.
7. Eight percent of the families utilize either septic tanks or outdoor privies.
8. Heads of households have an average educational attainment level of seventh grade.
9. Thirty-eight percent of the heads of households are retired or have been unemployed an average of 6 months within the last year.
10. Fifty percent of the employed household heads are in unskilled jobs.

Recommendations

Rehabilitation is recommended for the less blighted areas of this neighborhood with removal and spot clearance of all dilapidated dwellings. Careful attention must be given to enforcement of existing health, safety, sanitation, and housing codes. The houses along Farrar, Adams, and East Avenue can be modified in appear-

ance so that they do not all look alike. This can be done by the use of paint, the addition of shutters, imaginative landscaping, and the planting of trees and shrubs. The neighborhood may be eligible for Federal financial assistance under Section 117 (HUD) - Code Enforcement Grant Program (See Appendix). Major clearance is not required in Neighborhood 3, however some is inevitable if strict code enforcement is to take place. Where possible the City should improve streets and require the utilization of public sewer and water through the enforcement of G. S. 160-83, which states that a governing body, when making street or sidewalk improvements, may direct that all property owners abutting on the improvement shall connect their several premises with water, gas, and sewer pipes located in the street adjacent. By G. S. 160-240, a governing body may require all owners of improved property which may be located on or near any of such system of sewerage to connect with same all water closets, bathtubs, sinks or drains.

NEIGHBORHOOD 4

Neighborhood 4 is located southeast of the CBD and has the largest number of houses. The neighborhood is the most diverse, with commercial and light industrial land use along William Street, small isolated commercial (and nonconforming under the proposed Zoning Ordinance) land uses distributed throughout the neighborhood, and textile mills to the south along the city limits. The large residential area is characterized by houses of all types, from older frame structures to new, brick ranches. The neighborhood is composed of both black and white residents, the black residential area being almost completely surrounded by white neighbors.

Zoning in Neighborhood 4 (according to the proposed Zoning Ordinance) includes Central Business along College Street, Arch Street, and Mitchell Street; Office-Institutional in the area encompassed by Charles, Rowland, and William Streets and Andrews Avenue; General Business on Andrews Avenue from Norwell Street to Cherry Street; General Industrial in the area of Harriet-Henderson Cotton Mill; R-15 Residential from Chavasse Avenue to Zene and Arch Streets; and R-8 Residential from Chavasse Avenue to Davis Street. The remaining area is zoned for R-6 residential with an Office-Institutional district for the existing resthomes and County Health Department.

Neighborhood Characteristics

1. Nine percent of the dwelling units are deteriorating or dilapidated, however, in view of the large number [1,157] of total units this amount is significant.
2. Many of the sound units are old, two story, frame dwellings on the brink of becoming deteriorated. There are 10 mobile homes in the neighborhood.
3. Residents in 92% of the blighted houses are blacks.
4. Streets in the neighborhood are generally good with most of them curbed and guttered. The unpaved streets are primarily in black residential areas around Flint Hill and the Falkner, Pinkston, and Swain Streets area.
5. Water and sewer is available to all the residents of Neighborhood 4, however, a large portion of the water lines are 2 inches or less which is below accepted standards for adequate pressure and fire protection.
6. Residents of this neighborhood receive 28.8% of the Social Services Assistance in the Henderson Planning Area. This is the highest percentage in the planning area.
7. Neighborhood 4 ranks first in arrests for major crimes in 1970.
8. Neighborhood 4 had 183 fire calls reported in 1969 and 1970. This is the largest number of any neighborhood.
9. The schools in the neighborhood had 111 withdrawals in the 1969-1970 school year.

Characteristics of families living in substandard housing

1. Eighty-four percent of the substandard housing is renter occupied.
2. The average gross rent is \$60.50 or 34.9% of the average family income of \$2,076 per year.
3. Sixty-four percent of the families have only cold water inside, while 24% have water outside.
4. All families surveyed get water from the City.
5. There are no bath facilities in 60% of the homes.
6. There are no inside toilet facilities in 16% of the homes.

7. All families surveyed utilize city sewer services, either privately, or by use of shared facilities.
8. Heads of households have an average educational attainment level of seventh grade.
9. Forty-eight percent of the heads of households are retired or have been unemployed an average of 2.8 months within the last year.
10. Eighty-one percent of the employed household heads are in unskilled jobs.

Recommendations

A Federally sponsored Redevelopment project is recommended for the central area of this neighborhood. This area would include Montgomery Street from College to Clark Streets; Winder Street from Clark to Harriet Street; Arch Street from College to Maple Street; and all the area encompassed by these streets. This would include Flint Street, Mayo, Hillside Avenue, Brick, Owen, Booth, and Marshall Streets. The area is generally poor in street design and layout and in original construction of most homes. The majority of the area should be acquired by the Henderson Housing Authority or a properly designated Redevelopment Commission, cleared and prepared for reuse according to a plan for redevelopment. According to G. S. 160-454 through 160-474, the Henderson City Council may create a Redevelopment Commission, may designate the Housing Authority to exercise these functions, or may act as a commission itself.

Rehabilitation is recommended for the dwellings immediately surrounding the redevelopment area, and along Andrews Avenue. Spot clearance of dilapidated structures is needed, and possibly, application for loans under Section 312 (HUD) for rehabilitation of deteriorating structures. Systematic inspection and organized enforcement of health, sanitation, safety, and housing codes will be necessary. The City government will need the assistance and cooperation of the residents if the spread of blight is to be reversed in the area.

For the rest of Neighborhood 4, preservation and conservation is recommended. The paving of all streets not affected by Redevelopment is urged, as well as the upgrading of inadequate water lines. The enforcement of existing codes and the enactment and enforcement of the proposed Zoning Ordinance will prevent the

deterioration of the sound areas of the Neighborhood. Involving the residents and civic clubs in a Clean-up, Fix-up, Paint-up Campaign will help to improve the neighborhood and instill pride in the residents.

NEIGHBORHOOD 5

Neighborhood 5 is located on the western side of Henderson. This is a middle income white neighborhood with a few older homes along Oxford Road and Dabney Drive. The proposed Zoning Ordinance shows districts for General Business along Dabney Drive, one block of Office-Institutional between Pine Street and Deer Crossing Court; an R-8 Residential district between Pine Street and Birch Circle, and the remainder of the neighborhood is residential with the exception of Oxford Road (U. S. 158 Bus.) and Dabney Drive. Traffic volumes per day in 1969 on these two streets were 6,300 at the intersection of the two, 2,150 at the City limits on Oxford Road, and 4,800 at the City limits on Dabney Drive. From this it can be seen that traffic volume can be a contributor to blight unless provisions are made to provide adequate lanes for safe movement.

There is a lack of adequate recreational facilities in Neighborhood 5. The E. M. Rollins School site is adequate for small children in the immediate vicinity but more parks and playfields are needed throughout the neighborhood.

Neighborhood Characteristics

1. Four dwellings are deteriorating.
2. Most of the sound housing throughout the neighborhood is of about the same quality and price range.
3. While water and sewer is available throughout the area, a few of the homes south of Oxford Road have not connected to the sewer line.

Recommendations

Conservation of the neighborhood is recommended in order to maintain and preserve the general soundness of the area. The provision of general recreation facilities is needed.

Strict enforcement of the zoning ordinance, health, safety, and sanitation codes will help maintain the clean, neat appearance of the neighborhood and prevent the encroachment of commercial and industrial land use on the residential areas.

NEIGHBORHOOD 6

Neighborhood 6 is a sound residential neighborhood located along the western City limits of Henderson. The residents are primarily of the upper socio-economic level. The Henderson Country Club lies just west of the city limits and is easily accessible to neighborhood residents. This is the only recreational facility available near the neighborhood and is for members only. Open space is available for parks and recreation uses and needs only purchase and development by the Henderson Recreation Commission.

Neighborhood Characteristics

1. All of the dwellings are sound and generally quite large.
2. Streets in the neighborhood, having no through traffic, are quiet and shady.
3. Large residential lots, expensive homes and cars all indicate the good life.

Recommendations

The entire neighborhood is zoned R-15 Residential under the proposed zoning ordinance and needs only enforcement to prevent nonconforming land uses from springing up along Oxford Road and throughout the neighborhood. Enactment of adequate subdivision regulations and enforcement of existing building, health, safety, and sanitation codes will preserve and maintain the soundness of the neighborhood.

NEIGHBORHOOD 7

Neighborhood 7 is located on Dabney Drive just south of I-85 which was recently completed in this area. The neighborhood is basically residential with the exception of Vance Mall, a new shopping center located on Dabney Drive between Glover Street and Lynne Avenue. The shopping center is zoned General Business and the rest of the neighborhood is R-8 Residential. Strict enforcement of the ordinance will be necessary to prevent the encroachment of business uses on the surrounding residences. The Henderson Thoroughfare Plan, published by the North Carolina State Highway Commission recommended the widening of Dabney Drive from Glover Street to I-85 to handle an increased volume of traffic generated by Vance Mall.

Neighborhood Characteristics

1. All of the dwelling units are sound.
2. Dabney Drive and Graham Street are the only through traffic streets in the neighborhood.
3. The neighborhood has virtually no recreation facilities as is the case with most of the others.

Recommendations

Conservation is recommended in Neighborhood 7. Some improvement in public facilities such as water lines, street and traffic control may be needed but, basically, cooperation between property owners and the City can solve any problem encountered in the neighborhood.

NEIGHBORHOOD 8

Neighborhood 8 is located west of the CBD and adjacent to the Southern Railway. The residential character of the neighborhood is interrupted in only two sectors; industrial land use located along the railroad at the intersection of Corbett Road and Parham Street and along South Garnett Street adjacent to

the railroad and the CBD; commercial land use occupies both sides of Raleigh Road from Oxford Road to South Garnett Street. These areas are zoned to provide limited expansion of existing land uses according to the proposed Zoning Ordinance. Residential areas are zoned in three categories, R-6, R-8, and R-15 to provide for existing lot sizes and for the orderly development of now vacant land.

Neighborhood Characteristics

1. Only two dwellings are considered deteriorating.
2. Many of the homes south of Parham Street are old and in need of immediate attention to prevent deterioration.
3. Parham Street is a minor thoroughfare and the 1990 projected traffic volume is 6,600 vehicles per day, indicating a need to improve traffic movement through increasing the street width.

Recommendations

Enactment of the proposed new Zoning Ordinance and a new set of subdivision regulations, and enforcement of existing housing, health, safety, and sanitation codes along with the extension of public utilities into areas currently unserved will insure the continued soundness of Neighborhood 8.

NEIGHBORHOOD 9

Neighborhood 9 is located adjacent to the CBD in the northeast sector of town. The neighborhood is largely residential with several blocks of commercial and industrial land use on Chestnut Street adjacent to the Central Business District. Elmwood Cemetery occupies a large tract of land in the center of the neighborhood area. There is no development between the cemetery and Ross Mill Road which was recently extended to join Roanoke Avenue. The proposed Zoning Ordinance projects Office-Institutional, Central Business, and General Business Districts along Chestnut Street northwest of Hargrove, Mulberry and Green Streets. The bulk of the current residential area is zoned R-6 Residential with some R-8 Residential and Office-Institutional on both sides of Ross Mill Road. A Highway Business District is located along Townville Road (N. C. 39) to I-85. This

neighborhood contains the only park in the City located in a small wooded section at the north end of Spring Street. Several sets of swings, benches, sand boxes, and other items of playground equipment have all fallen into a state of disrepair and need to be replaced or repaired.

Neighborhood Characteristics

1. Twenty-seven percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound housing is in need of immediate minor maintenance to prevent deterioration.
3. Residents in 99% of the substandard houses are black.
4. Ninety percent of the substandard houses are on unpaved streets or streets in need of repair.
5. Water and sewer is available to most of the area.
6. Neighborhood 9 residents receive 16.7% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 9 ranks second in arrests for major crimes in 1970.
8. Neighborhood 9 had 73 fire calls reported in 1969 and 1970.
9. There are no schools in the neighborhood, however, the attendance counselor reports that for the year 1969-1970 there were 15 withdrawals living in Neighborhood 9.

Characteristics of families living in Substandard Housing

1. Eighty-five percent of the substandard housing is renter occupied.
2. The average gross rent is \$60.10 or 28.7% of the average family income of \$2,508 per year.
3. Fifty-four percent of the families have only cold water inside, while 33% have water outside or no water.
4. Eight percent of the families get water from sources other than the City.
5. There are no bath facilities in 83% of the homes.
6. Forty-nine percent of the families have no inside toilet.

7. Forty-nine percent of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is 7.5 years.
9. Forty-three percent of the heads of households are retired or have been unemployed an average of 3.3 months within the last year.
10. Sixty-six percent of the employed heads of households are in unskilled jobs.

Recommendations

Redevelopment is recommended for major portions of Neighborhood 9. Concentrated code enforcement in other less blighted sections of the neighborhood, combined with rehabilitation of deteriorating structures that may be economically feasible and spot clearance of dilapidated dwellings should revive the neighborhood. (Several types of Housing Assistance Programs are available to Housing Authorities, nonprofit Housing Development Corporations, and private developers; see Appendix 3). The newly constructed Young Avenue Apartments are a focal point in an otherwise poor neighborhood. Clearance and redevelopment is suggested for the "Red Hill" area immediately behind these apartments. Street design and layout needs to be coordinated with the terrain in the area.

Development planning and guidance is recommended for the projected R-8 Residential and the Office-Institutional Districts along Ross Mill Road. The land is currently vacant and this type of activity will prevent future blight and plan for the strict regulation of the development of the area. For this purpose the City needs to adopt the proposed Zoning Ordinance and enact stringent subdivision regulations.

The Mulberry Street, Cross Street, Pettigrew, West Montgomery and Poplar Street area has much blight that can be eradicated by a combination of rehabilitation and redevelopment. Citizen involvement in neighborhood Clean-up, Fix-up, Paint-up, and Neighborhood Beautification campaigns will not only achieve physically better neighborhoods but can bring about better community relations and understanding.

CENTRAL BUSINESS DISTRICT (CBD)

The CBD is the center of retail trade in Henderson. Most of the governmental, financial, and entertainment facilities are located within the area also. Residential land use in the CBD is limited to 36 homes which are generally sound but old. Normal maintenance can prevent any deterioration. Major problems in the CBD are the handling of the vehicular traffic to and from the area, circulation within the area, and providing adequate parking. Vacant buildings showing lack of maintenance indicate that because of failure to provide adequate solutions to the problems mentioned, the CBD is losing business to the shopping centers.

EXTRATERRITORIAL AREA

Neighborhoods 10 through 14 lie in the one-mile zoning jurisdiction surrounding the Henderson City Limits. The City does not currently exercise zoning control and administer subdivision regulations within this area although the proposed Zoning Ordinance will extend into the area. The County retains authority for housing code enforcement within the area unless it delegates authority by resolution to the City (G. S. 160-182). By G. S. 160-118, if a county is not exercising its authority to enforce building, electrical, and plumbing regulations within an area which is regulated by a city's zoning ordinance, the city council may request in writing prior to April 1 of any fiscal year that the county initiate such enforcement no later than the beginning of the next fiscal year. If the county declines in writing or fails to initiate enforcement by the next fiscal year the city is then empowered to do so. It is recommended that upon enactment of the new Zoning Ordinance, the City Council of Henderson negotiate with the Vance County Commissioners concerning G.S. 160-118 - G.S. 160-182 so that some code enforcement programs may be planned for the extraterritorial area.

NEIGHBORHOOD 10

Neighborhood 10 lies north of I-85 and the City limits. The area is almost completely devoid of development except farm land and rural homes. I-85 is a physical barrier that precludes any major development in the near future. The expense of providing adequate water and sewer to the area also limits the possibility for development.

Neighborhood Characteristics

1. Thirty-six percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound housing is in excellent condition with few exceptions. There are 20 mobile home units in Neighborhood 10.
3. Residents in 98% of the substandard houses are black.
4. Thirty percent of the roads are unpaved or in need of repair.
5. City water and sewer is not available to most of the area.
6. Neighborhood 10 residents receive significantly less than 10% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 10 ranks tenth in arrests for major crimes in 1970.
8. Neighborhood 10 had no fire calls reported in 1969 and 1970 .

Characteristics of families living in Substandard Housing

1. Fifty-five percent of the substandard housing is renter occupied.
2. The average gross rent is \$47.85, or 27.3% of the average family income of \$2,100 per year.
3. Nine percent of the families have hot and cold water inside, while 91% have water outside or no water.
4. All of the families get water from sources other than the city.
5. There are no bath facilities in 98% of the homes.
6. Ninety-eight percent of the families have no inside toilet.
7. All of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is 6.6 years.

9. Thirty-six percent of the heads of households are retired or work part-time.
10. Eighty-three percent of the employed heads of households are in unskilled jobs.

Recommendations

Development planning and guidance is recommended for Neighborhood 10. Preparation, enactment, and enforcement of subdivision regulations, the zoning ordinance, and building codes will insure sound development. The Housing Authority should hold public meetings in the neighborhood in cooperation with the county supervisor of the Farmers Home Administration to advise the area residents and other interested persons of programs sponsored by Farmers Home Administration for rehabilitation and development of rural housing (see Appendix 3). Technical assistance is also available from the following sources:

North Carolina Department of Local Affairs

Governmental Relations Division

P. O. Box 1991

Raleigh, North Carolina

North Carolina Low-Income Housing Development Corporation

Rural Program

P. O. Box 1108

Durham, North Carolina

Franklin, Vance, Warren Opportunities, Inc.

P. O. Box 1453

Henderson, North Carolina

NEIGHBORHOOD 11

Neighborhood 11 abuts the east City limits of Henderson and extends from Chicken Farm Road to I-85. This neighborhood is the unincorporated area of

North Henderson. In the northernmost section of Neighborhood 11 is a mobile home park which has about 70 mobile units. This is the largest concentration of mobile homes in the Henderson Planning Area and leaves much to be desired in the way of lot size, design and layout, and general health and sanitary conditions. The enactment and enforcement of a Mobile Home Park Ordinance can prevent future occurrences of a similar nature.

The proposed zoning ordinance provides districts that allow for moderate expansion of most existing land uses and for curtailment of undesirable or incompatible uses. Highway Business and General Business is permitted along North Garnett Street. Office-Institutional and General Industrial use districts are provided near the City limits, while the rest of the neighborhood is zoned Residential-Agricultural and R-6 Residential.

Currently being constructed and scheduled for completion by February, 1972, are 108 units of multifamily apartments in this neighborhood. These units are being developed by a nonprofit corporation under Section 221(d)3 Rent Supplement Program of the Department of Housing and Urban Development and will consist of 15 one-bedroom units, 33 two-bedroom units, 40 three-bedroom units, and 20 four-bedroom units.

Neighborhood Characteristics

1. Fifteen percent of the dwelling units are deteriorating and dilapidated.
2. Most of the sound housing needs only minor maintenance to prevent deterioration. This neighborhood has 120 mobile home units.
3. Residents in 97% of the substandard houses are white.
4. Streets in Neighborhood 11 are under the jurisdiction of the State Highway Department. Most of them are paved.
5. Water is available to most of the area, while sewer lines have been extended into only a small portion of the area.
6. Neighborhood 11 residents receive 9.7% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 11 ranks sixth, along with Neighborhood 12, in arrests for major crimes in 1970.

8. Neighborhood 11 had 12 fire calls reported in 1969 and 1970.
9. Schools in the neighborhood had 14 withdrawals in the 1969-1970 school year.

Characteristics of families living in Substandard Housing

1. Seventy-nine percent of the substandard housing is renter occupied.
2. The average gross rent is \$81.75, or 26.6% of the average family income of \$3,684 per year.
3. Eighty-two percent of the families have hot and cold water inside, 10% have only cold water inside and 8% have water outside or no water.
4. Sixteen percent of the families get water from sources other than the City.
5. There are no bath facilities in 18% of the homes.
6. Eighteen percent of the families have no inside toilet.
7. Ninety percent of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is seventh grade.
9. Fifty-one percent of the heads of households are retired or have been unemployed an average of 6 months within the last year.
10. Forty percent of the employed heads of households are in unskilled jobs.

Recommendations

The City is currently conducting an annexation feasibility study in the area. If it is economically feasible annexation is recommended for the neighborhood areas that currently receive benefit of city services but do not contribute to the city's tax revenues. Extension of sewer services into the neighborhood is needed both in order to serve new development and to encourage property owners to utilize fully the health and sanitary benefits of adequate waste disposal.

The undeveloped areas of the neighborhood can be protected from future blight by Development Planning and Guidance and strict enforcement of the zoning ordinance, subdivision regulations, and building codes. Conservation and rehabilitation in existing residential areas will clear up the more serious

signs of neighborhood decline. Spot removal of dilapidated structures and enforcement of the housing code along with citizen involvement and participation in a Clean-up, Fix-up, Paint-up Campaign will develop community pride in the neighborhood appearance.

NEIGHBORHOOD 12

Neighborhood 12 is located in the southeast sector of the extraterritorial area. Farm land and woodlands are the primary land uses in this neighborhood with the exception of the area adjacent to the City limits. This area contains mixed land use with two large industrial uses and residences interspersed with neighborhood commercial uses. A 50 unit mobile home park is located on Louisburg Road next to the City's sewage pump station. A new park with 17 mobile units is located on the U. S. 1 Bypass near the outer limits of the extraterritorial area. Proposed zoning in Neighborhood 12 calls for General Industrial districts along U. S. 1 Bypass, R-6 Residential in the developed sector near the city limits on Vicksboro Road, and Residential-Agricultural throughout the rest of the neighborhood.

Neighborhood Characteristics

1. Ninety-two percent of the dwelling units are sound.
2. The neighborhood is basically rural in nature.
3. There are only four through roads in the neighborhood.

Recommendations

Conservation and Development Planning is recommended for Neighborhood 12 with consideration given to annexation of parts of the area where it is economically feasible.

NEIGHBORHOOD 13

Neighborhood 13, the smallest of the extraterritorial neighborhoods, is located in and includes the unincorporated area of South Henderson. The neighborhood is racially mixed but exhibits segretated housing patterns. Harriet-

Henderson Cotton Mill and Perry's Junk Company are dominating factors in the neighborhood. The Proposed Zoning Ordinance provides General Industrial District for the two facilities and in doing so completely surrounds an R-6 Residential District. Homes in the King Street, Edwards Street, and Dabney Avenue area are generally in sound condition while the Nicholas Street and Lincoln Heights area contains generally substandard dwellings.

Neighborhood Characteristics

1. Ten percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound housing is in need of immediate minor maintenance to prevent deterioration.
3. Residents of 85% of the substandard houses are black.
4. The State Highway Commission has jurisdiction over the streets in this neighborhood and only through roads are paved.
5. Water is available in the area adjacent to the city limits. Sewer lines have not been extended into the neighborhood.
6. Neighborhood 13 residents receive 9.5% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 13 ranks seventh in arrests for major crimes in 1970.
8. Neighborhood 13 had 16 fire calls reported in 1969 and 1970.
9. Schools in the neighborhood had 16 withdrawals in the 1969-1970 school year.

Characteristics of families living in Substandard Housing

1. Fifty percent of the substandard housing is renter occupied.
2. The average gross rent is \$53.00, or 28.3% of the average family income of \$2,244 per year.
3. Twenty-three percent of the families have only cold water inside, while 23% have water outside or no water.
4. Seventy-seven percent of the families get water from sources other than the city.
5. There are no bath facilities in 39% of the homes.

6. Thirty-nine percent of the families have no inside toilet.
7. All of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is eighth grade.
9. Sixty-seven percent of the heads of households are retired or have been unemployed an average of 3 months within the last year.
10. Eighty-three percent of the employed heads of households are in unskilled jobs.

Recommendations

Under the proposed Zoning Ordinance Perry's Junk Company will become a non-conforming land use until such time as a Special Use Permit is applied for and granted (Article 600, Section 613: Auto Wrecking Yards, Junk Yards, Salvage Yards, Used Parts Yards, and Similar Establishments). The city should add to the proposed Zoning Ordinance (under Article 700: NONCONFORMANCES), a section providing for the amortization of nonconforming uses. This section would provide for various periods of time within which nonconforming uses must be removed. The time period could range from as little as a year (for uses with little investment in real property other than land) to as much as sixty years where the real property investment is substantial. The addition of such a section would force property owners of uses that require Special Use Permits to fulfill the Special Use requirements and thus insure the provision of necessary safeguards to the general health, safety, and appearance standards that would improve the quality of life for local residents. Other uses would have to be amortized and cease operations at the end of the established period, which would commence on the effective date of adoption of the new ordinance. The utilization of this technique necessitates the development of an inventory of all nonconformities when the ordinance is adopted (and notification of property owners involved). These should be mapped for easy location and identification when rezoning occurs (a similar map of special exceptions and variances granted should also be maintained). The nonconformities existing at the time of adoption should be catalogued by termination dates, and closed on the appropriate anniversary.

Development Planning and Guidance is recommended for the undeveloped sections of Neighborhood 13. A conservation program should be utilized in the King Street, Edwards Street, and Debnam Avenue area and a rehabilitation program is needed in the Lincoln Heights area. The houses along Nicholas Street near the railroad should be cleared and the area redeveloped in accordance with a suitable plan for renewal.

NEIGHBORHOOD 14

Neighborhood 14 is primarily a rural residential area composed mainly of farmland-woodland north of Oxford Road and woodland in the southwest section. The proposed zoning ordinance provides General Business and General Industrial districts on Raleigh Road adjoining the City limits and Highway Business at the intersection of I-85 and N. C. Secondary Road 1128. The rest of Neighborhood 14 is zoned Residential-Agricultural with the exception of the area along Oxford Road just south of the city limits which is R-8 Residential. This area is one of two sections which are residential in nature. The other is south of the city on Raleigh Road next to the outer limits of the Planning Area. Most of the substandard houses are located in this latter section.

Neighborhood Characteristics

1. Fifteen percent of the dwelling units are deteriorating or dilapidated.
2. Most of the sound housing in the area west of Raleigh Road is in need of immediate minor maintenance to prevent deterioration.
3. Residents in 95% of the substandard houses are black.
4. Most of the streets in the area west of Raleigh Road are unpaved or in need of repair. The rest of the roads in the neighborhood are paved.
5. Water and sewer is generally not available to the area.
6. Neighborhood 14 residents receive significantly less than 10% of the Social Services Assistance in the Henderson Planning Area.
7. Neighborhood 14 ranks eighth, along with Neighborhood 5 and the C.B.D., in arrests for major crimes in 1970.
8. Neighborhood 14 had 6 fire calls reported in 1969 and 1970.

Characteristics of families living in Substandard Housing

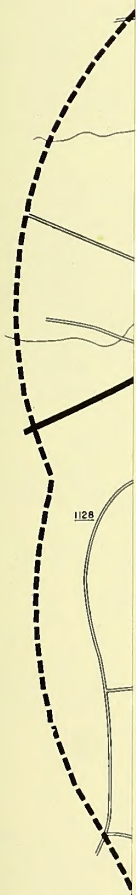
1. Fifty-seven percent of the substandard housing is renter occupied.
2. The average gross rent is \$70.00, or 26.4% of the average family income of \$3,180 per year.
3. Twenty-two percent of the families have only cold water inside, while 56% have water outside or no water.
4. Fifty-two percent of the families get water from sources other than the City.
5. There are no bath facilities in 73% of the homes.
6. Seventy-three percent of the families have no inside toilet.
7. Eighty-three percent of the families have septic tanks or outdoor privies.
8. The average level of educational attainment for household heads is ninth grade.
9. Twenty-seven percent of the heads of households are retired or have been unemployed an average of 9 months within the last year.
10. Sixty percent of the employed heads of households are in unskilled jobs.

Recommendations

The city should consider annexation of the area between Oxford Road and the Seaboard Coastline Railroad. The area is basically sound and will require only a good conservation program to maintain this condition. Street improvements and the extension of Sewer Service into the area is recommended.

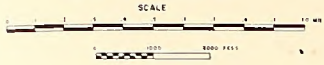
Rehabilitation is recommended for the residential area south of the city on Raleigh Road. Spot clearance of dilapidated structures and housing code enforcement to bring structurally sound but deteriorating houses up to standard will be necessary. Citizen involvement is important in accomplishing the objectives of this program.

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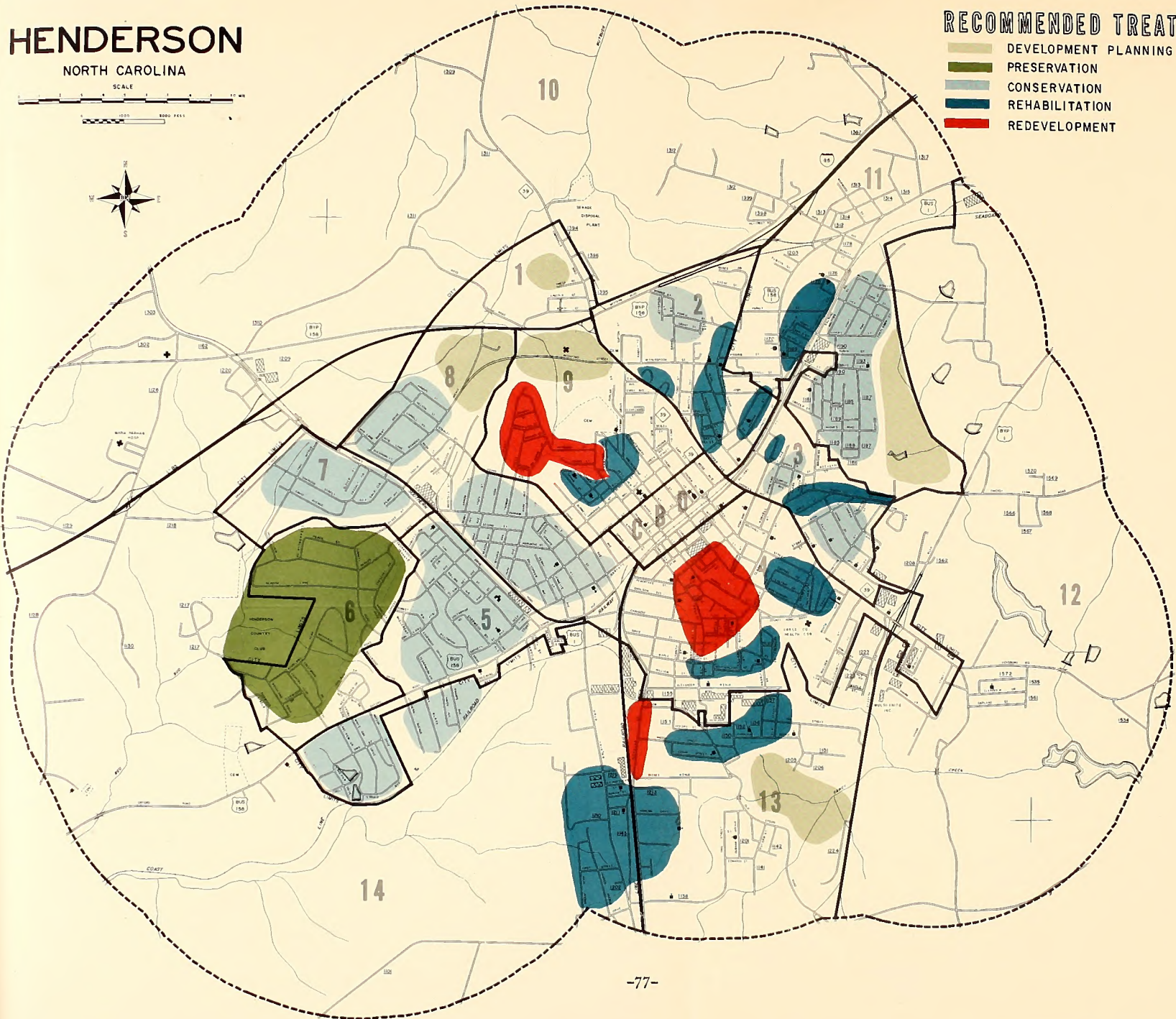
HENDERSON

NORTH CAROLINA



RECOMMENDED TREATMENT AREAS

- DEVELOPMENT PLANNING
- PRESERVATION
- CONSERVATION
- REHABILITATION
- REDEVELOPMENT



PART IV
HOUSING
SUBMARKET
ANALYSIS

INTRODUCTION

The essential purpose for a market study of any type is the provision of data on anticipated market demand for those who will produce the goods necessary to accommodate the demand for the commodity in question. This submarket analysis of the Henderson housing market area was prepared to provide this information for the Henderson Housing Authority, private developers, nonprofit sponsors, and limited-dividend corporations operating in the community to provide housing opportunities for low-income families incapable of securing safe, sound, and healthful housing conditions at market rates.

Data for the survey was provided by a 25% sample survey of the residents of deteriorating and dilapidated housing units in the Henderson planning area (prepared for the Neighborhood Analysis); this survey was conducted by Franklin-Vance-Warren Opportunities, Inc., under subcontract to the Division of Community Planning. All other data was drawn from the U. S. Censuses of Population and Housing for 1970 and prior years, building permits for the City of Henderson, and previously-completed planning studies by the community's planning consultant, City Planning and Architectural Associates of Chapel Hill, North Carolina.

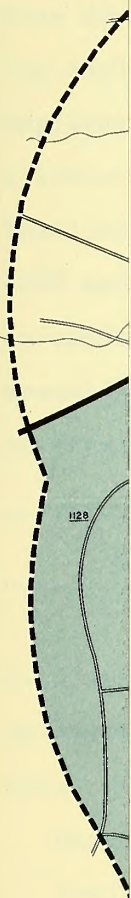
It is believed that the findings of the analysis will provide a valuable source of information for groups working to improve the housing conditions of Henderson and its adjacent communities.

MARKET AREA DELINEATION

Ideally the housing market area should be comprised of the entire geographic locus surrounding the subject community within which comparable housing types are competitive. In practice, however, the market area must be defined within the constraints of geographic areas for which data essential to the analysis are systematically and regularly collected. In most instances (with the exception of SMSA's) such units will be incorporated municipal areas. Where substantial suburban development occurs, unincorporated place data (as defined by the Census Bureau) or township-level data may be called for.

The Henderson housing market area is defined for the purpose of this study as the incorporated area of the City of Henderson and the unincorporated Census units North Henderson and South Henderson. Where data for the study was drawn from the Division of Community Planning sample survey, the city neighborhoods consist of numbers one through nine and the Central Business District; North Henderson is approximated by neighborhood eleven and South Henderson by neighborhoods thirteen and fourteen. North Henderson was first utilized as a data collection unit in the 1950 census; South Henderson was not included until 1960. The market area is illustrated on the map on the page following.

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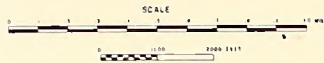
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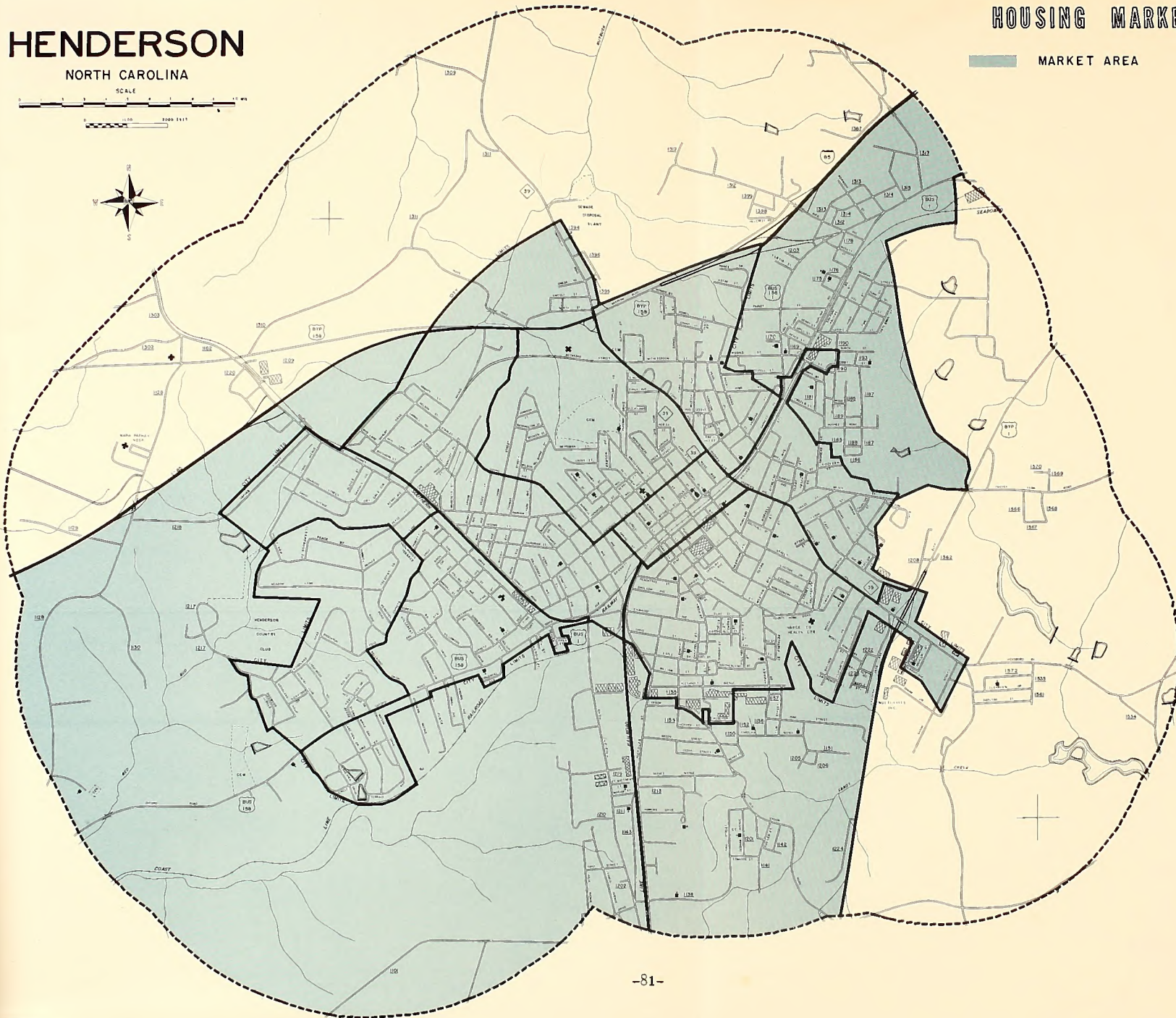
HENDERSON

NORTH CAROLINA



HOUSING MARKET AREA

MARKET AREA



EMPLOYMENT CHANGE IN THE HENDERSON MARKET AREA

The Land Use Plan, published in 1961, indicates that prior to 1958 there had been no significant increase in manufacturing employment in two years. The manufacturing base in the market area had been extremely specialized and very dependent upon textiles activity. Since that time several new industries have located in Henderson, including Laurens Glass Company, Marshfield Mobile Homes, and the Americal Corporation. The tables below indicate that the civilian work force in Vance County experienced a 27.4% increase from 12,420 in 1962 to 15,830 in 1969. During this same period the area's unemployment rate was reduced from 9.2% to 3.9% due to the influx of new jobs in manufacturing; total employment rose 40.1% from 10,860 to 15,220. Further examination reveals that manufacturing employment rose from 2,220 to 4,730, an increase of 113.1%. Agricultural employment has demonstrated a steady decline through the same period indicating a lessening dependence of the area economy on farming as a basic enterprise. Textiles accounted for the largest increases in manufacturing employment between 1966 and 1969. These new jobs in manufacturing do not result in the only increases in employment themselves, of course, but result in a multiplier effect in the areawide demand for consumer goods and services, inducing further employment rises in retail trade and services.

EMPLOYMENT GROWTH IN VANCE COUNTY, NORTH CAROLINA 1963-1969

	<u>1962</u>	<u>1969</u>	<u>% Change</u>
Civilian Work Force	12,420	15,830	+27.4
Unemployment Rate	9.2%	3.9%	N.A.
Total Employment	10,860	15,220	+40.1
Manufacturing	2,220	4,730	+113.1
Trade	1,820	2,730	+50.0

SOURCE: North Carolina Employment Security Commission tabulations.

MAJOR MANUFACTURING EMPLOYMENT IN VANCE COUNTY 1966-1969

Industry Group	1966	1969	% Change
Food	391	440	+12.5
Textiles	1,913	2,530	+32.3
Apparel	244	300	+22.9
Other Manufacturing*	1,140	1,460	+28.1

* Includes tobacco, stone, clay, glass, and transportation equipment.

SOURCE: North Carolina Employment Security Commission tabulation.

In summary, the area's economy has demonstrated healthy growth in the recent past, both in gross employment and diversification of the economic base itself away from an agrarian character towards manufacturing, though manufacturing is heavily weighted in the textile industry, characteristically paying lower wages than higher technology operations and highly sensitive to the national economy. Because community leaders are actively seeking to develop the manufacturing potential of the labor force, there is no reason to believe that major shifts in the trends of recent years will not continue to foster continually improving economic conditions, resulting in steady growth of population in the market area.

Income Change

There has been a substantial growth in average annual earnings in Vance County for manufacturing workers, reflecting not only recent wage adjustments resulting from inflationary living costs but also appreciable growth in real income as well. This will enable these employees to afford better homes, as indicated by the increase in the average value of owner-occupied units in Henderson between 1960 and 1970, according to the 1970 Census of Housing. In 1959 the median income for all families in Henderson was \$3,792, while for blacks the figure was \$1,923. This is a significant difference and while the

overall median has risen there is little reason to believe that this disparity between the two groups has lessened. According to the 1970 Census, blacks account for 41% of Henderson's population, yet a sample survey of the city's deteriorating and dilapidated housing indicated that blacks occupy 80% of the blighted units within the Henderson planning area.

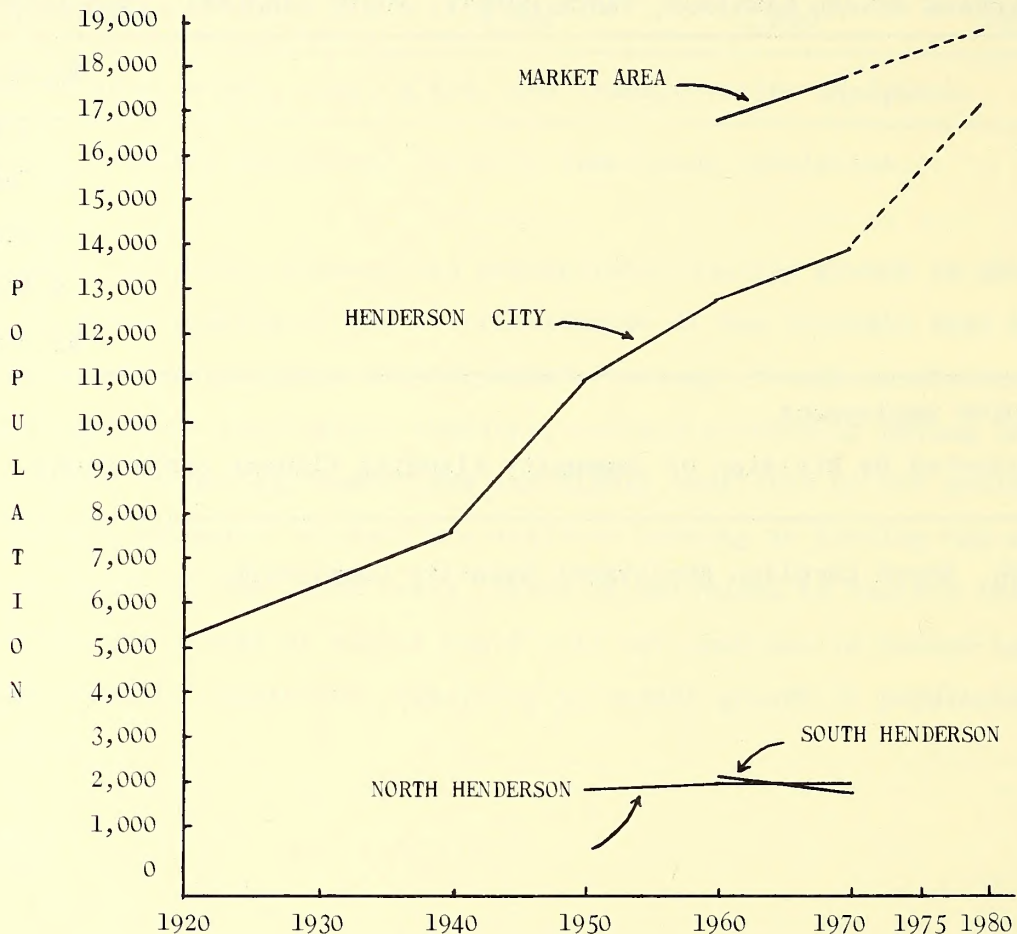
AVERAGE ANNUAL EARNINGS, VANCE COUNTY, NORTH CAROLINA 1960-1970*	
<hr/>	
1960	\$3,224
1962	3,536
1964	3,744
1966	4,160
1968	4,680
1970	\$5,050**

* Insured employment

** Estimated by Division of Community Planning (linear projection)

SOURCE: North Carolina Employment Security Commission

The initial step in establishing market demand for an area is the determination of anticipated population change, for the market must be responsive to net migration. Population change in the Henderson housing market area and projected future change is illustrated in the following graph and chart:



SOURCES: City of Henderson 1980 forecast by City Planning and Architectural Associates; 1980 and 1975 market area forecasts are linear extrapolation of 1960-1970 market area change; all other data from U.S. Census of Population.

HOUSING MARKET AREA POPULATION TRENDS

HENDERSON, N. C.

YEAR	AREA			
	NORTH HENDERSON	SOUTH HENDERSON	HENDERSON CITY	MARKET AREA
1920	--	--	5,222	--
1930	--	--	6,345	--
1940	--	--	7,647	--
1950	1,873	--	10,996	--
1960	1,995	2,017	12,740	16,752
1970	1,997	1,843	13,896	17,736
1975	--	--	--	18,256
1980	--	--	17,000	18,777

SOURCES: Ibid.

-- = Data not available.

Because Henderson's recent population growth has been largely attributable to annexation of surrounding territory (which constitutes a part of the competitive market area itself) the market area population trend is based upon the past ten year's change in the market area, which is more reflective of net migration rather than changes in jurisdictional lines. This approach results in a 1980 market area population approximately equal to the 1980 Henderson City forecast plus one-half the current North and South Henderson populations, both of which demonstrated insignificant change between 1960 and 1970. Thus this forecast for the market area is a conservative one as related to the City growth projected by City Planning and Architectural Associates in 1961. Now that 1970 population data is available from the U.S. Census, a new projection is needed for the city that will reflect a lesser increase through 1980.

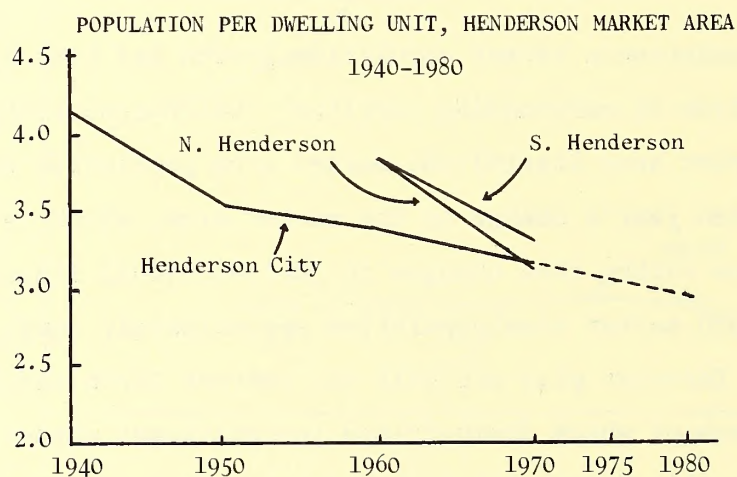
Occupancy Trends

Once projected populations for the market area are established, housing unit demand during the analysis period can be determined if trends in unit occupancy are known. Unit occupancy characteristics for the components of the market area are illustrated in the following graph and chart:

POPULATION PER DWELLING UNIT, HENDERSON MARKET AREA 1940 - 1970			
YEAR	HENDERSON	NORTH HENDERSON	SOUTH HENDERSON
1940	4.17	--	--
1950	3.56	--	--
1960	3.4	3.33	3.33
1970	3.16	3.15	3.29

SOURCE: U.S. Census of Housing, 1940-1970.

-- = Data not available.



Following the general trend of North Carolina urban areas, the population per household in the market area has been declining over the past forty years. Because the Henderson City area has a longer data history (and contains the bulk of the market area population) it will be used to typify the market. The trend line between 1960 and 1970 has been graphically extrapolated to arrive at a population per household of 3.1 for 1975.

EVALUATION OF GROSS HOUSING UNIT DEMAND

The total demand for housing over any given period of time is essentially resultant from the following factors:

1. Net Migration, which is the difference between persons locating in the market area and persons leaving the area to locate elsewhere. This variable is obviously closely related to local employment opportunity. The injection of a large new industry or closing of an existing operation in a small town can completely invalidate a market analysis prepared beforehand. For purposes of this analysis recent trends in economic growth and population change are assumed to prevail, and are projected in linear fashion. This approach is considered suitable in all instances where conditions have not experienced inordinate upheaval in the recent past because of the limited time span for which the analysis itself is considered valid (generally no more than five years).
2. Substandard Components of Existing Supply - All housing stocks contain units which afford mere shelter rather than a desirable living environment, though occupied. The residents of such units constitute a continuing ready market for housing units of higher quality at equivalent rental or purchase rates. In addition to these dilapidated units of the existing housing stock, approximately 20% of the units in deteriorating condition at the beginning of the period can be expected to become dilapidated at the end of five years.
3. Vacancy Requirements - The market must provide a suitable number of standard vacant units at all times in order to have an inventory of alternative choices for prospective occupants. The necessary vacancy rate varies from city to city but generally must be higher in communities experiencing rapid growth.
4. Displacement - The market must supply an adequate number of units for persons displaced by urban renewal activities or public works construction projects, over and above the normal parameters of market demand outlined above. Code enforcement activities are not included

here, being accounted in category two above. No such activities of this type are anticipated to significantly effect the normal market demand in the subject area.

GROSS HOUSING UNIT DEMAND, HENDERSON, NORTH CAROLINA, MARKET AREA
1970-1975

Total Available Housing Units (April 1970)		5,835
Currently Dilapidated Units	64	
Additional Loss (20% of Deteriorating)	<u>104</u>	
	168	-168
End of Period Standard Unit Vacancy Requirement for Inventory (2.5%)		<u>-147</u>
Carryover from Existing Housing Stock Remaining at end of period		5,520
Projected 1975 Market Area Population		18,256
Projected 1975 Occupancy per Dwelling Unit		3.1
Projected Housing Unit Requirements, 1975		5,889
Required New Units		369
Required Average Annual New Unit Production		74
New Units Required by Net Migration Component		167

SOURCES: 1970 U.S. Census of Housing; Housing conditions data from external structural conditions survey of Henderson housing market area by the Division of Community Planning; population and occupancy forecasts by Division of Community Planning.

Henderson Housing Market Area Gross Demand Computation

The 1970 Census of Housing established that there were 5,835 available housing units (of all conditions) in the market area at the time the census was compiled (April 1970). Of these units, 83 were evaluated as being dilapidated by the Division of Community Planning's survey of externally-visible structural conditions; an additional 104 units of marginally deteriorating housing are expected to become dilapidated during the period. Approximately 2.5% of the total 1975 standard unit requirements should be provided to account for vacancies to provide an inventory at the end of the period. Subtracting these requirements from the housing stock existing in April of 1970 results in carrying forward 5,520 units at the end of the period. At the estimated occupancy per dwelling unit figure of 3.1 the projected end of period population of 18,256 will demand 369 new units in addition to those carried forward from the existing stock. This results in an average annual production demand for 74 new units per year. Approximately 167 of the new units required over the period will be needed to meet the needs generated by population increase, with the balance resulting for replacement demand for units lost due to condition.

MARKET/SUBMARKET ALLOCATION OF GROSS DEMAND

To determine the distribution of gross housing demand between market-rate units and the submarket of subsidized housing, current information on family income distributions of the total market area population must be categorized into market groups; market rate demand is generated by families with annual incomes above \$7,000; families with incomes below this level are eligible for housing assistance (dependent upon family size.)

At this writing, the availability of family income data from the 1970 census was yet some months away. Thus in order to approximate current family income distributions, family income groups presented in the 1960 census were converted to percentages, which were in turn applied to the current number of families in the market area, resulting in a rough approximation of current family income levels which are as follows:

FAMILY INCOME	NUMBER OF FAMILIES IN 1960 GROUP	% OF TOTAL 1960 FAMILIES	PROJECTED 1970 FAMILIES IN INCOME GROUP
\$ 0 - \$ 999	402	12.8	706
1,000 - 1,999	415	13.2	729
2,000 - 2,999	448	14.3	790
3,000 - 3,999	384	12.2	674
4,000 - 4,999	406	12.9	712
5,000 - 5,999	303	9.6	530
6,000 - 6,999	254	8.1	447
7,000 - 7,999	156	5.0	277
8,000 - 8,999	90	2.9	160
9,000 - 9,999	39	1.2	66
10,000 - 14,999	129	4.2	232
15,000 - 24,999	88	2.8	154
25,000+	24	.8	44
TOTAL	3,138	100.0	5,521

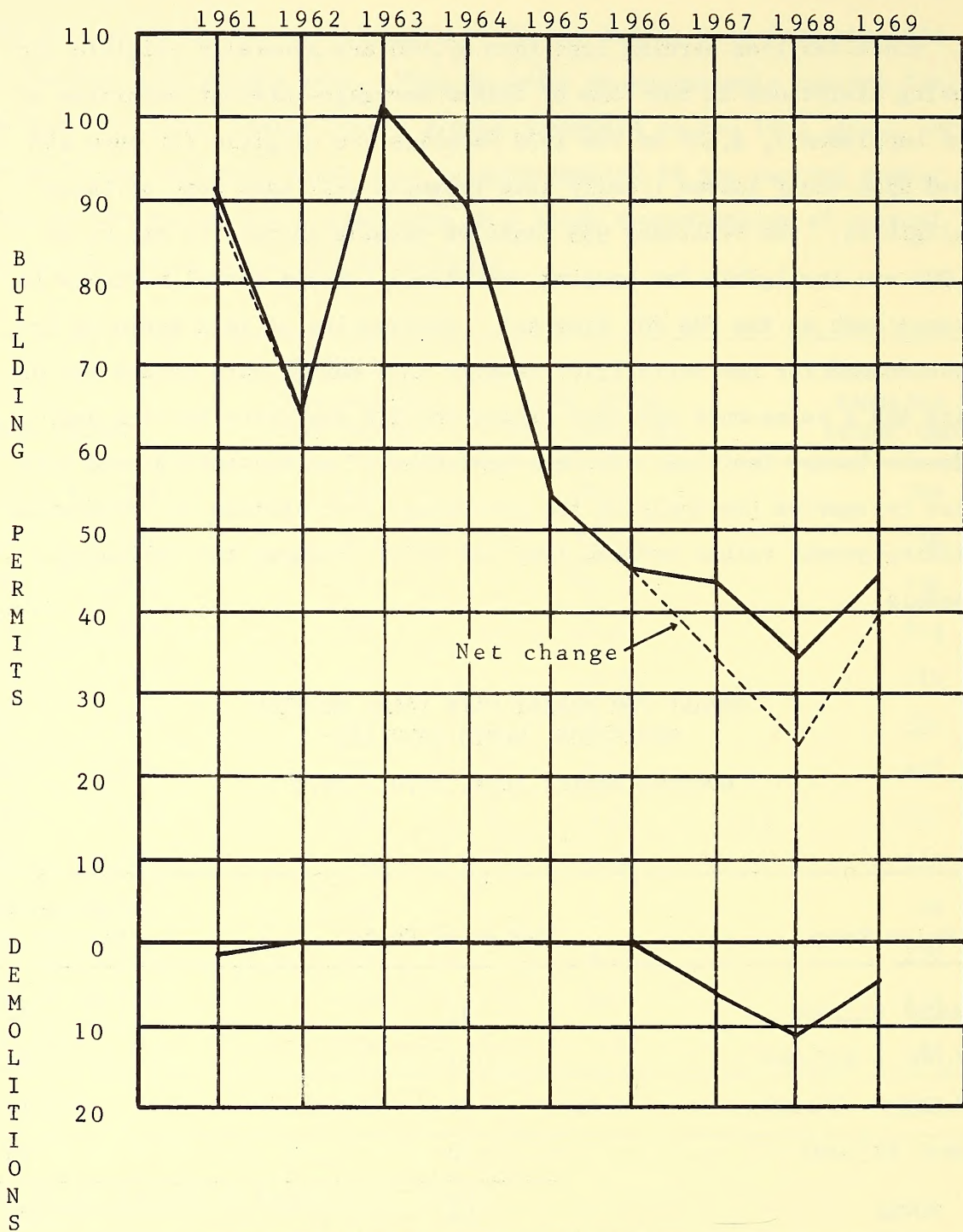
SOURCE: U. S. Census of Population, 1960.

Since families earning less than \$7,000 are generally eligible for housing assistance in the form of either mortgage-interest subsidies or rent supplements, 4,588 of the 1970 families are eligible for such aid based upon their income (family size formulas will make some of these ineligible). The remaining 933 families earning incomes in excess of \$7,000 are ineligible for housing assistance (except normal mortgage insurance such as the FHA 207 Program). Application of this ratio to the gross demand for new units (370) results in a market-rate demand for 94 units and a below-mark net rate demand for 276 new units for low and moderate income families. Further breakdown of market-rate demand into price categories (by applying the percentage distribution of residential building permit values between 1967 and 1970) produces the following schedule:

DEMAND FOR MARKET-RATE SALES HOUSING
HENDERSON, NORTH CAROLINA
HOUSING MARKET AREA, 1970 - 1975

Price Range	Number of Units	Distribution as a Percent of Total
Under \$12,000	41	44
\$12,000 - \$17,000	23	24
17,000 - 25,000	16	17
Over \$25,000	14	15
TOTAL	94	100

SOURCES: Gross Housing Demand schedule and City of Henderson Building Permits.



CHANGE IN HOUSING STOCK, HENDERSON CITY 1961-1969

Building Permits, Demolitions, and Average Value of Permits Issued in the
City of Henderson, North Carolina, 1961-1969

YEAR	1961	1962	1963	1964	1965	1966	1967	1968	1969
Building Permits Issued	92	65	102	89	54	46	44	35	44
Demolitions	1	0	0	0	0	0	7	11	4
Average Value of Permits Issued (Thousands of Dollars)	7.5	9.5	8.5	8.5	9.5	9.5	14.5	11.5	12.5

Proportional Demand for Below-Market Rate Unit Types

The table following this page illustrates the family income distribution of families now occupying deteriorating and dilapidated housing to be replaced in the market area; 164, or all but 3% of these families are within the eligible income limits for one of the basic housing assistance programs of the Department of Housing and Urban Development. Actual eligibility is a function of both family income and family size. Only 15 families are within the income limitations of the Section 235 mortgage-interest subsidy program which enables homeownership (this group would also be eligible for units constructed under the virtually identical 502 program administered by the Farmer's Home Administration).

The bulk of the demand for replacement housing is thus in below-market rate rental units. Most of the families now occupying deteriorating or dilapidated units are eligible (on the basis of family income) for all three of the basic rental assistance programs, including conventional public housing, 221(d)3 rental housing, and Section 236 rentals. Seven of the families of these 155 earn annual incomes which place them above the ceiling for public housing and 221(d)3 rental, but they are within the eligible range for both the Section 236 rental and Section 235 ownership programs.

ELIBIGILITY FOR HOUSING ASSISTANCE PROGRAMS FOR FAMILIES
CURRENTLY OCCUPYING BLIGHTED HOUSING EXPECTED TO BE LOST DUE TO CONDITION

Family Income	Families in Income Class	Percent Distribution of Incomes of Families in Blighted Housing	Number of Families Eligible for Public Housing or 221(d)3	Number of Families Eligible for Section 236 Rental Housing	Number of Families Eligible for Section 235 Ownership Housing
\$ 0 - \$ 999	25	14.9	25	25	-
1,000 - 1,999	55	32.8	55	55	-
2,000 - 2,999	16	9.5	16	16	-
3,000 - 3,999	35	20.9	35	35	-
4,000 - 4,999	17	10.4	17	17	-
5,000 - 5,999	7	4.0	+	7	7
6,000 - 6,999	8	4.5	+	+	8
7,000 - 7,999	3	2.0	+	+	+
8,000 - 8,999	2	1.0	+	+	+
TOTAL	168	100.0	148	155	15

- = Annual Family Income Too Low

+ = Annual Family Income Too High

SOURCE: 25% sample survey of occupants of deteriorating and dilapidated housing units by Franklin-Vance-Warren Opportunities, Inc., March 1971.

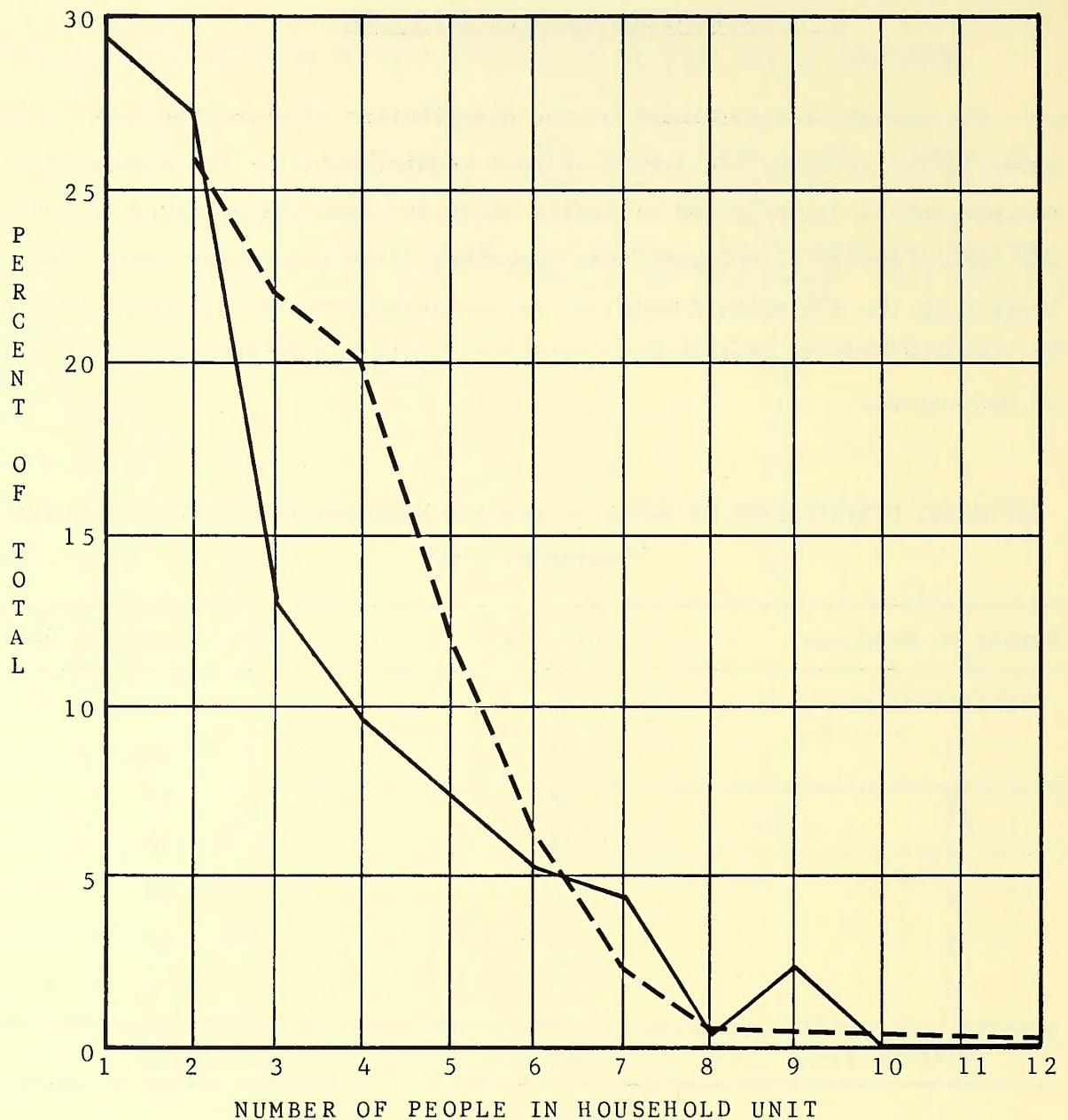
SUBMARKET DEMAND BY UNIT SIZE

The essential determinant of the distribution of submarket unit size needs is family size. To arrive at room requirements for the submarket, the percentage distribution of family sizes for families surveyed in the 25% sample survey of occupants was computed; these percentages were then applied to the 276 units demand for below-market rate units, and multiplied by standard bedroom distribution ratios to yield the following distribution of unit sizes:

ESTIMATED DISTRIBUTION OF SIZES OF LOW-AND MODERATE-INCOME HOUSING UNITS HENDERSON, 1971

Number of Bedrooms	% of Total	Total Number of Units
Efficiencies	30	83
1	9	25
2	28	77
3	18	50
4	10	28
5	4	11
6	1	2
TOTAL	100	276

DATA SOURCE: Family size distribution data from Division of Community Planning 25% sample survey of occupants of blighted housing. Bedroom distribution standards from standard schedule developed by Eric Hill Associates, Winston-Salem, N. C.



FAMILY SIZE DISTRIBUTION

for occupants of deteriorating and dilapidated dwellings in Henderson, North Carolina Market Area and for North Carolina.

----- North Carolina

_____ Henderson, N. C. Market Area

SOURCE: North Carolina statistics from the 1960 Census of Population. Henderson Market Area data from F-V-W Opp., Inc. 25% sample survey of occupants of blighted housing, March, 1971.

F
A
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Y

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E

1	100%						
2		33%	67%				
3			60%	40%			
4			14%	72%	14%		
5				56%	44%		
6				18%	73%	9%	
7					54%	46%	
8					7%	93%	
9						53%	47%
10						11% ^b	89%
11						5%	95%
12							100%

Efficiency
Unit

1

2

3

4

5

6

RECOMMENDED NUMBER OF BEDROOMS

SOURCE: Eric Hill Associates, Winston-Salem, N. C.

SYSTEM TO MEET FUTURE DEMANDS

There is no system currently operating in the private sector or the local government framework that can adequately provide the necessary production to meet the future housing demands. Estimates of demand for 1975 indicate that 74 units per year will be needed to meet demand. The private market is currently averaging 45 units per year or 29 less than is needed by conservative estimates. Several factors indicate that the production goal will not be met.

Local Builders and Developers

With few notable exceptions, local builders and developers have been reluctant to build homes for less than \$17,000 or apartments which would rent for less than \$100 per month. In the years 1965-1969, local construction averaged 45 starts per year, 56% of which had building cost estimates of \$12,000 and up. These units are not available to low-and moderate-income families. Local builders complain of high costs of labor and materials and are generally not willing to build for the lower income market. They believe it to be unprofitable, are generally unfamiliar with the various Federal programs available, and find that government bureaucracy is expensive and time consuming.

North Hills, Inc. of Raleigh in cooperation with a local realtor recently completed 50 units of Section 236 (HUD) apartments which will rent for \$90 - \$95 per month with rental supplement. A nonprofit corporation - Beacon Light - Goodwill Baxter Apartments, Inc. is currently constructing 108 units under Section 221(d)3 with rent supplement which will rent for \$135 - \$195 per month.

Cost of Money

High interest rates in the recent past have made the cost of development almost prohibitive for the small builder. The current market prime rate fluctuates between 5 and 6%. This rate is applied only to builders and developers with superior credit ratings and large efficient operations. Consequently, the small builder has been squeezed out of the market.

Henderson Housing Authority

The Henderson Housing Authority was established in August 1970. In March 1971, the Authority applied to the Department of Housing and Urban Development (HUD) for 200 units of public housing. Current estimates indicate that the application will take at least two years or more to be approved. The Authority is currently investigating other avenues of providing adequate housing for the low income families of Henderson.

Minimum Housing Code Enforcement

Because of the lack of adequate relocation housing, the City does not apply strict code enforcement at this time. Currently, policy is to apply the code to vacant units so that if improvements are not made within 90 days removal action may be initiated. Twenty-five dilapidated units were removed in 1970 by this method. As mentioned in Section 2 of Evaluation of Gross Housing Unit Demand, the residents of substandard units constitute a ready market for higher quality units at equivalent rental or purchase rates. The City, by enforcing the housing code, can effectively increase market demand and thus insure that the currently dilapidated units and the expected additional loss (20% of deteriorating) will indeed be removed from the market.

Recommendations

As previously mentioned new construction by the Housing Authority is slow, in fact, too slow to be of any immediate help in alleviating the housing problems for Henderson's low-income families. The Authority should therefore consider one of the additional methods mentioned below.

1. New Construction or Rehabilitation by Private Developer ("turn key" approach). The Housing Authority may invite private developers to submit proposals to build or rehabilitate housing for low-rent use to be bought by the Authority, when completed. The authority would regulate the number of units needed, general specifications, and guidelines.

The private developer may use the Authority's commitment to get financing. He must own the site prior to construction and supply his own architect and contractor. The advantages of this method are a time savings in bid procedures and negotiations, and cost-savings. Some problems that exist are government red tape and the high cost of money.

2. Leased Housing. This method enables the authority to work with property owners and realtors to use suitable existing housing or new housing for low-income families. Annual Federal contributions pay the difference between the amount eligible tenants can afford and the market rents of the leased units.

Standards which a unit must meet to be eligible for leasing are set by the Housing Authority. This method enables the Authority to acquire units rapidly and usually at lower costs than the conventional way. Other Housing Authorities have found that leasing existing units tends to stimulate the improvement of rental property. Landlords are willing to rehabilitate their properties for lease to an Authority because it assures them of income with freedom from management difficulties.

3. Acquisition and Rehabilitation. This method requires the Authority to purchase and rehabilitate existing units. While this method should be considered, property owners should first be given an opportunity to carry out improvements and offer their units for lease.

Of the four methods of providing housing for the low-income families of Henderson, leased housing probably offers the most appropriate alternative for the Housing Authority to take. It is quick, usually less expensive than the other methods, and is met with less resistance from property owners. In any event, the public sector (Housing Authority) and the private sector (property owners, builders, and developers) must strive to achieve and maintain good channels of communications; the two must work together if the housing needs in Henderson are to be met.

APPENDIX

APPENDIX I
HOUSING INCOME
SURVEY QUESTIONNAIRE

NEIGHBORHOOD _____

ST. ADDRESS _____

1. Race of occupants:

___ Black

___ White

___ Other _____

2. Environmental conditions:

Yard (neat, clean, cluttered, etc.) _____

Street (paved, unpaved, potholes) _____

Is there a sidewalk? ___ yes ___ no.

Curb and gutter? ___ yes ___ no.

Is water and sewer available? (look for manholes and firehydrants). ___ yes ___ no

Are there garbage cans? ___ yes ___ no. If yes, note condition (lids fit, holes).

3. Number of rooms in housing unit. (Do not count baths, halls, foyers, pantries, unfinished attics or basements, or porches). 2__ 3__ 4__

4. Structural conditions of housing unit (indicate dilapidated and dangerous conditions.)

Roof and ceiling (holes, leaks). _____

Walls (plumb? holes? rotted?). _____

Floors and foundation (level? holes?, etc.) _____

Windows and doors (close properly? holes? rotted?) _____

Heating system (type? evenly heated? condition of chimneys? vented?) _____

Plumbing (condition of fixtures? properly installed? leaking?) _____

Electrical system (exposed wires, loose connections? etc.) _____

5. Value of dwelling unit (estimate, if renter occupied).

___ \$1,000 or less

___ Under \$5,000

___ \$5,000 - \$9,900

___ \$10,000 - \$14,900

___ \$15,000 - \$19,900

___ \$20,000 and above

[illegible]

HOUSING INCOME
SURVEY QUESTIONNAIRE

1. Occupancy.
 ___ Owner occupied.
 ___ Renter occupied.
2. Is there running water?
 ___ Hot and cold running water inside housing unit.
 ___ Only cold water inside.
 ___ Running water on property but not inside unit.
 ___ No running water.
3. Source of water supply.
 ___ City system.
 ___ Individual system.
 ___ Other _____
4. Is there a bathtub or shower in the housing unit?
 ___ Yes ___ No
5. Is there a flush toilet in the unit?
 ___ Yes ___ No
6. Sewage disposal.
 ___ City system.
 ___ Septic tank.
 ___ Outdoor privy.
 ___ Other _____
7. Approximate rent or house payment.
 Monthly Weekly
 _____ _____ Basic rent or house payment.
 _____ _____ Heat.
 _____ _____ Electricity.
 _____ _____ Water.
 _____ _____ Other _____
8. Has head of household been unemployed at any time during the past year? ___ Yes
 ___ No. If yes, how long? _____
9. Where do the children play? _____
10. What do the adults do for recreation? _____
11. What could the town do to improve your neighborhood? _____

12. How can you help to improve your neighborhood? _____

APPENDIX 2

FINANCIAL ASSISTANCE - THE SECTION 117 CODE ENFORCEMENT GRANT PROGRAM

Designed to aid communities in the restoration of stable neighborhoods through concentrated enforcement of housing codes and the provision of adequate supporting facilities and services, the HUD Section 117 Code Enforcement Program provides 3/4 grant financing for total project cost to municipalities under 50,000 population (2/3 for larger cities) for the planning, review, and administration of concentrated enforcement in selected local areas during a three year period. Eligible project expenses include planning, administration, and public improvements, such as necessary streets, sidewalks, curbs, street lighting, tree planting, and similar improvements. Direct federal three percent rehabilitation loans are available to eligible owners or tenants for financing properties conform to applicable code requirements; direct federal grants up to \$3,500 are available to low-income families.

Prerequisites for participation require that applicants:

1. Have a Certified Workable Program for Community Improvement in effect.
2. Be carrying out an effective program of code enforcement.
3. Agree to maintain normal expenditures for code enforcement exclusive of the grant program.
4. Agree to provide relocation assistance to all those displaced by program activities.
5. Provide at local expense, all those public facilities necessary to accomplish the purpose of the program but which are not eligible project costs.

Section 117 offers three advantages over the traditional approach of Urban Renewal: it involves a minimum of dislocation problems and is applicable in a much broader range of circumstances. Because the community acquires no land for resale (only for necessary public improvements) the program is considerably simple to operate. Communities interested in the program should contact the appropriate HUD regional office.

APPENDIX 3

OUTLINE OF SELECTED HOUSING ASSISTANCE PROGRAMS

PROGRAM TITLE	Rental Housing Mortgage Insurance at Below-Market Interest.
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LEGAL AUTHORITY	Section 221(d)3, National Housing Act as added by the Housing Act of 1961.
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NATURE AND PURPOSE OF PROGRAM	<p>Eligible housing sponsors can receive FHA insured mortgage financing at three percent interest rate with 40 year term for the construction or rehabilitation of low- and moderate-income rental or cooperative housing projects containing five or more units.</p> <p>Upper family income limits for families living in housing are set by local market factors. When family income rises above limits, it must pay full economic rent.</p>
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ELIGIBILITY	<p>Applicants may be public agencies (except Housing Authorities), nonprofit corporations, associations, cooperatives, or limited dividend corporations.</p> <p>City must have certified Workable Program for Community Improvement in order for project to qualify for assistance.</p>
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CONTACT	FHA insuring office in Greensboro.
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PROGRAM TITLE

Interest Supplement on Rental and Cooperative Housing Mortgages.

LEGAL AUTHORITY

Section 236, National Housing Act as added by Housing and Urban Development Act of 1968.

NATURE AND
PURPOSE OF
PROGRAM

Sponsors of rental or cooperative housing projects for low-income families obtains FHA insured market-interest-rate loan from commercial lender at the same time the lender obtains a commitment from FHA to receive interest reduction payments for the term of the project mortgage. These supplements reduce the effective interest rate to one percent and represent the difference between the market interest rate and the amount of interest which the tenants pay through rentals.

This program is designed to serve families of lower incomes than the Section 221(d)3 program.

ELIGIBILITY

Applicants may be nonprofit corporations, associations, cooperatives, or limited dividend corporations.

CONTACT

FHA insuring office in Greensboro.

PROGRAM TITLE

Interest Supplements on Home Mortgages.

LEGAL AUTHORITY

Section 235, National Housing Act as added by the Housing and Urban Development Act of 1968.

NATURE AND
PURPOSE OF
PROGRAM

Assists the construction and rehabilitation of sales and cooperative ownership housing by lowering the interest rates paid by a moderate income buyer to as low as one percent.

The developer's commercial mortgage lender receives a FHA commitment to insure the market-interest-rate mortgage of a moderate income buyer. The mortgage can be nearly 100 percent of the property value. At the same time the lender obtains an FHA commitment to receive mortgage assistance payments for the term of the mortgage. These payments are equal to the difference between the market-interest-rate and 20 percent of the buyers income.

ELIGIBILITY

Applicants may be nonprofit corporations, associations, cooperatives, limited dividend corporations, or profit sponsors.

The city does not need a certified Workable Program for Community Improvement in order to qualify for assistance.

CONTACT

FHA insuring office in Greensboro.

PROGRAM TITLE

Rehabilitated Homes for Low Income Buyers

LEGAL AUTHORITY

Section 221(h) National Housing Act as added by the Demonstration Cities and Metropolitan Development Act of 1966.

NATURE AND
PURPOSE OF
PROGRAM

Eligible sponsor obtains FHA insured market-interest-rate loans to finance purchases and rehabilitation of sub-standard housing. After rehabilitation is completed the interest rate is lowered to three percent. Units are then released from the mortgage for purchase by low-income families with individual FHA insured mortgages carrying interest rate from one to three percent.

ELIGIBILITY

Applicants for project mortgages must be private nonprofit organizations.

Applicants for mortgages on units after completion or rehabilitation must be individuals or families with incomes in established limits.

CONTACT

FHA insuring office in Greensboro

PROGRAM TITLE	Mortgage Credit Assistance for Homeownership.
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LEGAL AUTHORITY	Section 237, National Housing Act, as added by the Housing and Urban Development Act of 1968.
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NATURE AND PURPOSE OF PROGRAM	Program provides a method of insuring mortgages to finance the purchase of homes under other assistance programs by low- and moderate-income families who are marginal credit risks.
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ELIGIBILITY	Applicants may be low- and moderate-income families who have received budget, debt management, and related counseling.
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CONTACT	FHA insuring office in Greensboro
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PROGRAM TITLE

Rent Supplement.

LEGAL AUTHORITY

Title 1, Housing and Urban Development Act of 1965.

NATURE AND
PURPOSE OF
PROGRAM

Program provides direct payments to owners of certain private housing developments to make up the difference between 25 percent of a tenant's income and the fair market rental of the unit he occupies. As a tenant's income changes, the rent supplement is adjusted accordingly. When a tenant's income rises to the point where he can pay the full rent, he may continue living in the same unit without rent supplement. Housing on which rent supplements are paid must be financed under certain assistance programs -- usually 221(d)3 market-interest-rate program.

ELIGIBILITY

Eligible tenants include: elderly and handicapped people; people displaced by governmental action; or occupants of substandard housing.

Housing owners eligible for contracts to receive rent supplements are nonprofit, cooperative, or limited-dividend organizations.

CONTACT

FHA insuring office in Greensboro.

PROGRAM TITLE

Home improvement loan at below market
interest rate.

LEGAL AUTHORITY

Section 504 (FmHA) Farmers Home Administration

NATURE AND

PURPOSE OF

PROGRAM

Loans are made to very low income owner
occupants of rural residences who cannot
secure commercial loans at prevailing
rates and terms for home improvements.
The maximum amount is \$1,500 issued on
a promissory note for up to 10 years at
one percent.

ELIGIBILITY

Applicants may be low income rural families.

CONTACT

County or State Office, Farmers Home
Administration.

PROGRAM TITLE

North Carolina Housing Corporation
(Housing Development Fund)

LEGAL AUTHORITY

North Carolina Housing Corporation Act
(1969)

NATURE AND
PURPOSE OF
PROGRAM

Functions of the Housing Corporation to be
financed by the Housing Development Fund
(a trust fund):

- provide temporary development cost
loans ("seed money") to qualified
sponsors, builders, and developers of
of housing for low income families to
defray preconstruction expenses.
 - provide appropriate loan assistance
to qualified families to help meet
down payments and closing costs.
 - provide, under special conditions
and with participation of private
lenders, uninsured loans to cover
land development and construction
costs of low income housing.
-

ELIGIBILITY

Specific eligibility requirements have not
been established.

CONTACT

North Carolina Housing Corporation.

SOURCE: Housing Study of Reidsville, North Carolina, prepared by Eric Hill
Associates, Inc.



